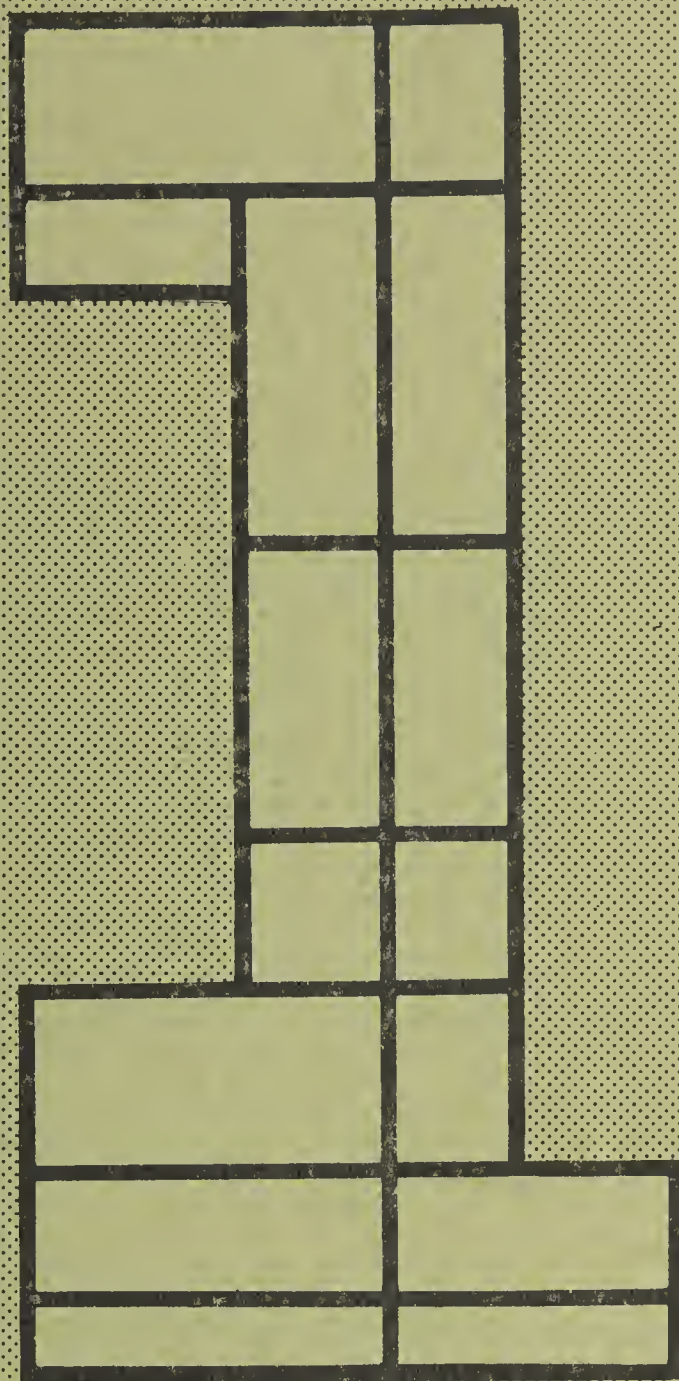


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NEW Q60  
-69C



# THE CITY CENTRE

NEW WESTMINSTER

BRITISH COLUMBIA



# CORPORATION OF THE CITY OF NEW WESTMINSTER



CITY HALL  
P.O. Box 790  
New Westminster, B.C.  
Telephone: 521-3711

BARRY CHASTER  
City Planner

## PLANNING DEPARTMENT

April 18, 1969.

His Worship Mayor Evers,  
Members of Council,  
New Westminster, B. C.

### RE: UPTOWN AREA ZONING AND PARKING REPORT

On January 20, 1969, after meetings with the Uptown and Downtown Business Associations, a presentation was made to City Council outlining the concept of a single City Centre for New Westminster. This concept evolved from the research being carried out in association with Council's request to report on zoning and parking in the Uptown area of the City. As described in the attached report, the City Centre concept, when adopted by Council, would provide a long-term framework or policy statement upon which details can be developed over time.

The provision of collective parking areas to serve this City Centre will depend initially upon action by the merchants and property owners. The City can go no further at this time than to present a workable scheme and to offer complete civic co-operation in response to private initiative.

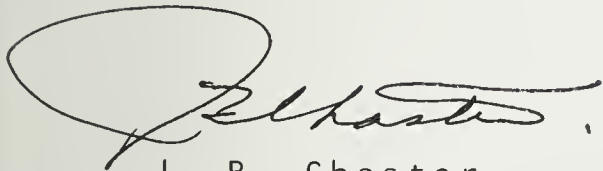
It is suggested that the firm proposals for zoning the City Centre be delayed for a period of one month in order to receive comments from the Uptown and Downtown Business Associations, the Advisory Planning Commission, and other interested citizens and property owners. Subject to any amendments resulting from comments received during this one month period, IT IS RECOMMENDED THAT:




1. the overall plan for the City Centre be approved in principle and the property owners affected be encouraged by the City to proceed according to this plan;
2. the necessary zoning amendments along the lines set out in the Appendix to the report be made to implement the City Centre plan subject to:
  - (a) amendment by-laws not being reconsidered for a period of six months in order to afford developments now in the planning stage to be brought forward under the existing by-law;
  - (b) development applications being considered on an individual basis where developers wish to proceed with projects under the proposed new zoning prior to the six-month period proposed in (a) above.

The research and concepts contained in the report are primarily the work of Planner, Mr. P. A. Perry, assisted by Mr. J. D. Jorgenson. Acknowledgement is also made of the contributions of Mr. D. W. Barcham, Assistant City Planner; Mrs. P. Curd, Draughtsman; Miss C. Bruce, Secretary; and Mr. N. Auger, Planning Assistant. The assistance and co-operation of staff from other civic departments is also gratefully acknowledged.

Respectfully submitted.

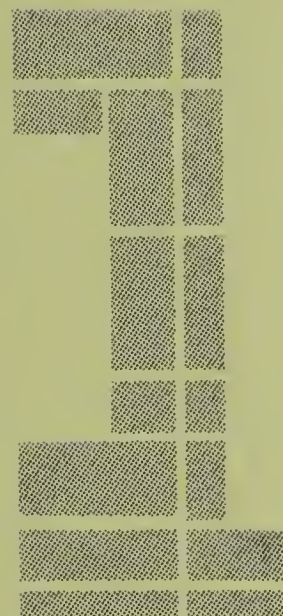


J. B. Chaster,  
CITY PLANNER.



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*City of New Westminster*

26

# THE CITY CENTRE

A REPORT

prepared by the corporation of  
the city of new westminster  
planning department april 1969



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## SUMMARY AND CONCLUSIONS

This study was originally intended to review the plausibility of extending the commercial zoning in the Uptown Area of New Westminster and to investigate methods of obtaining space for the provision of off-street parking in this section of the City. However, in reviewing these matters, it became evident that to put the Uptown Area in proper context, it was necessary to look at the City as a whole, and more particularly, the central area. In so doing, the Uptown-Downtown concept for central commercial activity was examined and compared with a single City Centre concept.

Following examination of the two concepts, the adoption of a single City Centre concept is recommended. On this basis, it is proposed that:

1. *The area shown on Plan 8, page 32, be designated the "City Centre".*
2. *All commercial areas within the City Centre be rezoned to (C-4) Central Business District with the exception of the area between Queen's Avenue and Agnes Street (see Plan 12, page 45), and that this area be zoned (C-5) Central Business District (restricted).*
3. *Multiple family residential development be permitted above the first floor in the (C-4) and (C-5) Districts, in addition to a variety of*



commercial undertakings, and that the maximum permissible floor space ratio for this residential development be set at 2.2 times the area of the site.

4. The (C-5) District be restricted to office buildings, hotels and motor hotels, public assembly, entertainment and ancillary uses, and residential uses above the first floor.
5. Development projects for (C-4) uses within the City Centre, but outside the proposed commercial zones, be considered on application, provided they represent an orderly development of the area.
6. All existing developments within the City Centre be required to meet the parking requirement of one space per 500 square feet of gross floor area for commercial development, or those set out in the Zoning By-law, within a predetermined period of time.
7. Off-street parking facilities be provided by a system of small sites scattered throughout the City Centre, with a maximum of 400 feet walking distance from a parking facility to any property within the specially-benefitted area.
8. The system for procuring parking facilities be based on the local improvement approach, with assessed charges related to front footage.
9. In the Uptown and Midtown Areas, surface parking be undertaken as the first stage of development, with structure parking to augment the capacity of the surface lots when the demand reaches the point that structures become economically feasible.



10. *The Downtown parking ramp, with its specially-benefitted area, be allowed to continue to function under its present system.*
11. *The ultimate goal be to have one parking system throughout the entire City Centre.*

The net result of these proposed changes would create a City Centre with a broad range of interrelated services. The user would have a wide variety of choices made easily accessible by several modes of transportation. Increased space for residential development would also become available to meet the growing demand in this area and extend the supply of apartment sites beyond the three to five year supply currently available in the surrounding multiple-dwelling districts.



## INTRODUCTION

The main objectives of this study are to advise on the plausibility of extending the commercial zoning in the Uptown Area, and to investigate the possibility of obtaining space in this area for the provision of off-street parking. These terms of reference are indicative of the concern for the apparent lack of commercial floor space to meet the growing demand, and for the adequacy of existing parking facilities.

In planning for community services, each facility is so intricately linked in a complex system that it becomes inadequate to isolate a particular problem and attempt to suggest solutions, without examining the total system. However, within the time allotted, it was not possible to carry out an all-embracing project involving the entire City. Nevertheless, the study documents the most pressing problems and suggests alternative methods for their solution, both in terms of the City as a whole, and in terms of the City's main commercial core. Consequently, the study embraces both the "Uptown" and the "Downtown" cores of commercial activity--the Central Area.



## THE STATE OF THE CENTRAL AREA

Today's Central Area has evolved over a period of 109 years. Its growth has been guided primarily by the pragmatic but unco-ordinated decisions of numerous individuals and firms. Despite the apparent maturity, there is still evidence of adolescent growing pains.

### LAND USE

The Central Area of New Westminster contains the City's major commercial establishments. These are concentrated around two main cores: Sixth Avenue and Sixth Street, and along Columbia Street between Fourth Street and Eighth Street. Sixth Street forms the connecting link between these two cores. Residential development borders commercial on the east, west and north. The Fraser River borders the south. Plan 1 on page 3 is a generalization of the land use patterns within the area. Table 1 on page 4 lists the different uses by area. It can be seen that 56.3 acres or 54.3 percent of the land within the Central Area is used for commercial and institutional purposes, while 47.3 acres are in the form of residential uses and vacant sites.



Up  
Town





Mid  
Town

Down  
Town



B. C.

LEGEND

-  Residential
-  Commercial
-  Institutional
-  Vacant

CENTRAL AREA

New Westminster

# GENERALIZED LAND USE

1

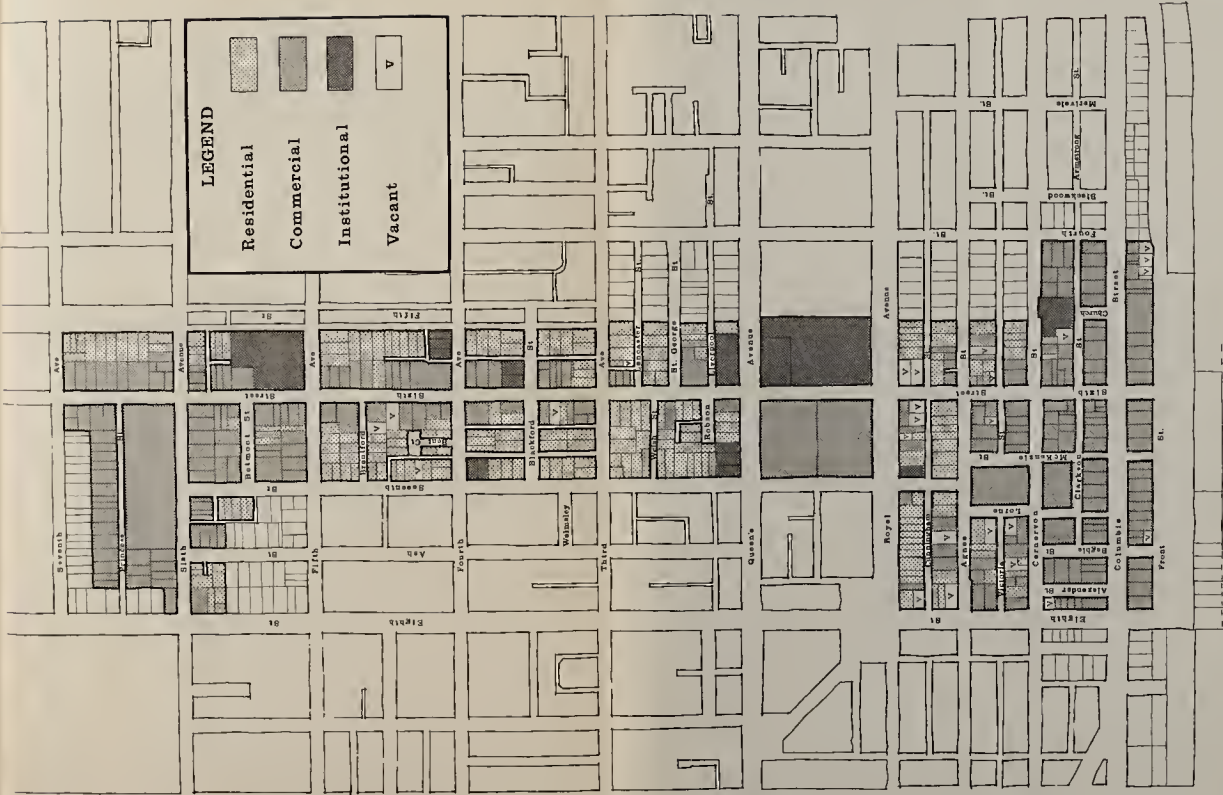




TABLE I

Generalized Land Use  
New Westminster Central Area

Use	Area(Acres)	Percent
Commercial	45.3	43.7
Residential	44.9	43.4
Institutional	11.0	10.6
Vacant	2.4	2.3
TOTAL	103.6	100.0



## PROPERTY VALUES

Land value is directly related to land use. The value of land in the Central Area, as reflected in assessed values, gives some indication of preferred locations for commercial activity. Plan 2, page 6, shows the assessed value of land and improvements per square foot in the Central Area. It is evident from Plan 2 that the prime locations are at Sixth Street and Sixth Avenue, the centre of the northern core, and along Columbia Street in the southern core.



UP  
TOWN

Mid  
TOWN

Down  
TOWN

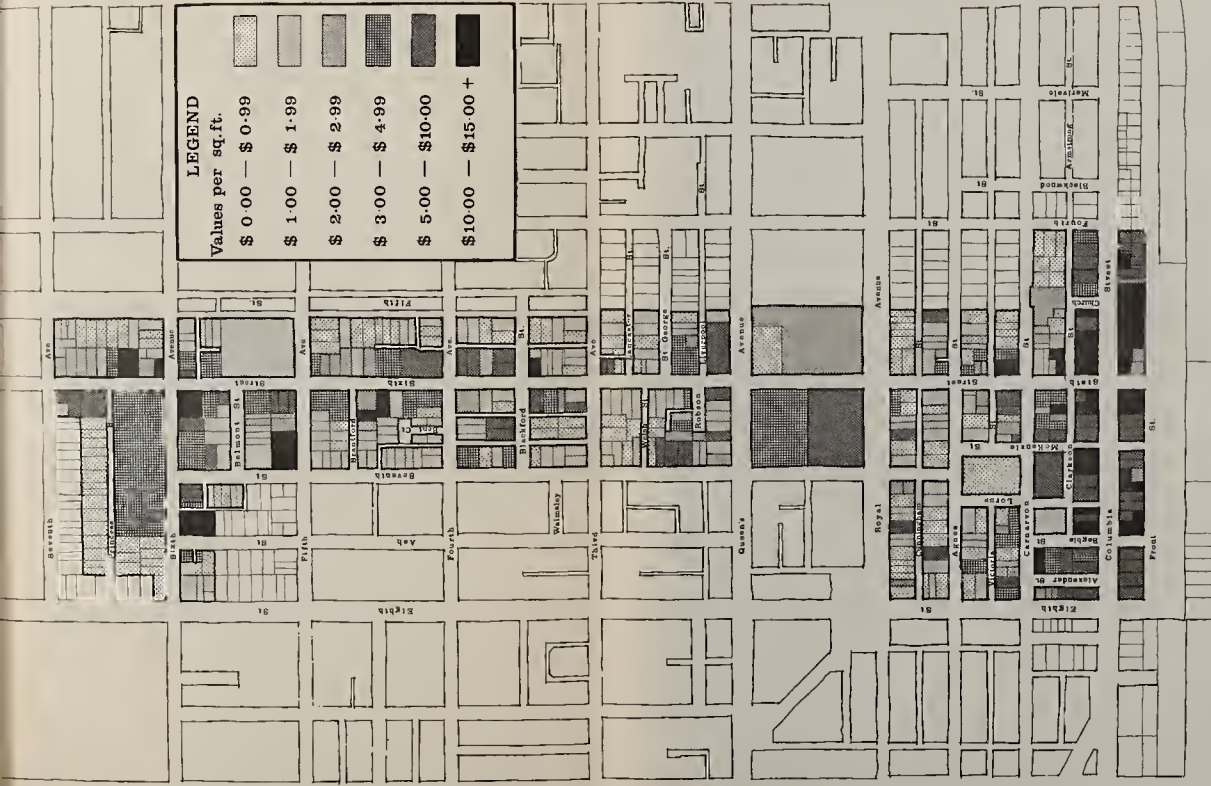


B. C.

2

**LEGEND**  
Values per sq.ft.

	\$ 0.00 — \$ 0.99
	\$ 1.00 — \$ 1.99
	\$ 2.00 — \$ 2.99
	\$ 3.00 — \$ 4.99
	\$ 5.00 — \$10.00
	\$10.00 — \$15.00 +



CENTRAL AREA

New Westminster

# ASSESSED VALUES OF LAND AND IMPROVEMENTS



## CONDITION OF BUILDINGS

The appearance of the physical environment may either enhance or hinder the optimum use of an area. A pleasant environment possesses its own magnetism; an unpleasant environment, its own repulsion. Since buildings are the predominant components of an urban environment, their condition and arrangement in space make an important contribution to the quality of an area.

In the context of the Lower Mainland, the Central Area of New Westminster is relatively old. Although redevelopment has taken place to some extent, many older buildings remain. Plan 3 on page 8 shows the condition of buildings within the Central Area, as determined from an external visual survey.



Up  
Town

Mid  
Town

Down  
Town



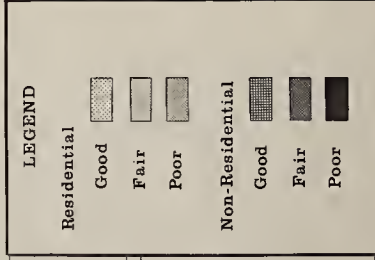
B. C.

New Westminster

CENTRAL AREA

# CONDITION OF BUILDINGS

3





## ACCESSIBILITY AND CIRCULATION

A major problem in any modern urban community is traffic congestion, particularly at peak periods during the day. The Central Area of New Westminster is no exception. Rapid population growth in the surrounding municipalities has contributed greatly to vehicular congestion in the City and this trend can be expected to continue in the future. The greatest problem results from non-terminal east-west traffic. At present, Tenth Avenue, on the northern boundary of the City, is the major east-west arterial. This street functions as a collector for most east and south bound through-traffic from Kingsway, Canada Way and Sixth Street, destined for Coquitlam and beyond or for Surrey via McBride Boulevard and the Pattullo Bridge.

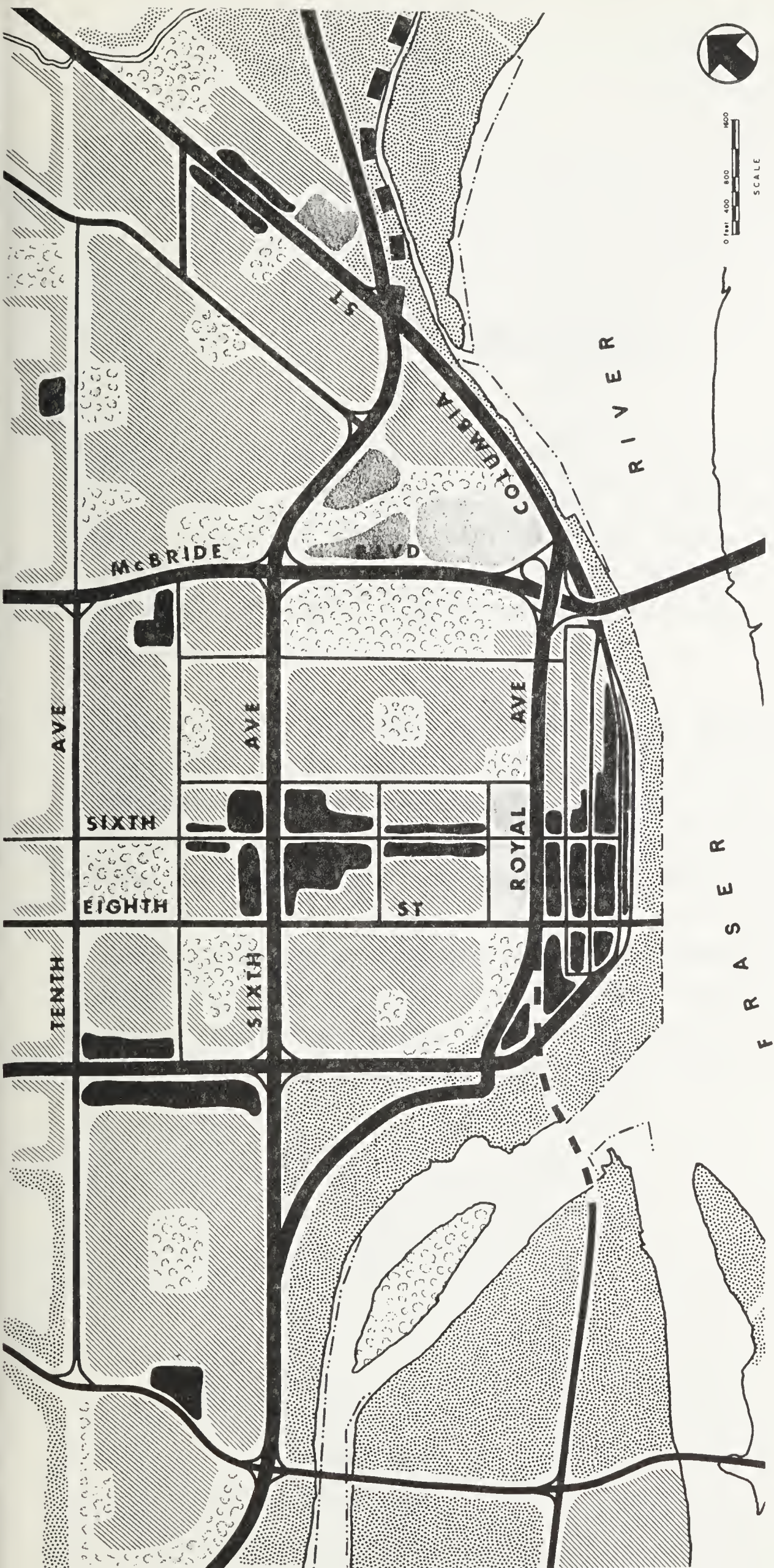
Sixth Avenue, another major east-west arterial through the north-central portion of the City, connects directly with Marine Drive, the sole western entrance and exit to the City on the mainland. Sixth Avenue, however, runs through the northern core of the Central Area and, because it is a direct route in and out of the City, encourages non-terminal traffic through the core.

On the southern boundary of the City, Columbia Street is the counterpart to Tenth Avenue. This arterial runs through the southern core of the commercial area which aggravates



congestion as the street carries large volumes of through traffic. Royal Avenue, situated between Sixth Avenue and Columbia Street, serves as an alternate east-west route. Planning Guidelines 1967, proposed a circulation system taking cognizance of the above factors. It is reproduced on page 11 as Plan 4, since the essential features have not changed.





TRANSPORTATION

- Freeways
- Major Arterial
- Minor Arterial
- Collector
- Possible Arterial

LAND USE

- Industrial
- Commercial
- Parks, Schools
- Institutions
- Residential

GUIDELINE PLAN

CITY OF NEW WESTMINSTER  
PLANNING DEPARTMENT



## PUBLIC TRANSIT

Of vital concern to all cities is the use of public transit as a means of reducing the number of automobiles converging on the central area. In New Westminster, public transit is provided primarily by B. C. Hydro and Power Authority. The routes into, out of and through the Central Area are shown on Plan 5, page 13.

Other public transit facilities which make an important contribution to the City's Central Area are the bus services between Vancouver and New Westminster, and those to surrounding municipalities and Fraser Valley communities. The location of the main depot for these services, at Sixth Street and Royal Avenue, is convenient to both core commercial areas. Columbia Stage Lines has provided an important link between the City, Coquitlam, and Port Moody for about thirty years. This service is now in jeopardy of being discontinued which could be a serious loss to the Central Area.



UP  
TOWN

MID  
TOWN

DOWN  
TOWN



CENTRAL AREA

New Westminster

B. C.

# PUBLIC TRANSIT ROUTES

5



## OTHER ENVIRONMENTAL INFLUENCES

Major commercial areas of a City should be safe, convenient and pleasant.

Safety depends on several factors, for example:

- (a) the number of vehicles entering the area,
- (b) the speed of vehicles within the area,
- (c) the exposure factor of pedestrian to vehicles,
- (d) pedestrian-driver attitudes,
- (e) formal and informal control of both pedestrians and vehicles,
- (f) the time of day and weather conditions.

Convenience has two basic dimensions: space and time. When moving about in the environment, space and distance must be penetrated. The route from one point in the environment to another may be interrupted by natural or man-made obstacles. The problem of convenience then, is one of spatial distribution of the specialized activities within the environment.

The pleasant appearance of the physical environment depends on a harmonious interrelationship among the components of the cityscape. Buildings, streets and street furniture should be aesthetically designed, not in isolation but in regard to their immediate surroundings.



In the Central Area of New Westminster, much can be done to improve the environment with respect to safety, convenience and appearance.



## THE TWO-CENTRE CONCEPT

### Uptown and Downtown

The report Planning Guidelines 1967, presented some concepts of physical form for various parts of the City. The Uptown and Downtown commercial centres were conceived as separate entities as was customary. The report foresaw the Uptown Centre growing in an easterly direction from its core at Sixth Street and Sixth Avenue, along Sixth Avenue to Fourth Street, and stretching in a north-south direction from Seventh Avenue to Fourth Avenue, as indicated on Plan 6, page 17.

Downtown, the traditional business and shopping centre of the eastern Metropolitan Area, is hampered in its natural growth pattern by its location on the water's edge against a backdrop of steeply-rising terrain. This area was proposed for multi-level development to take advantage of the grade situation.

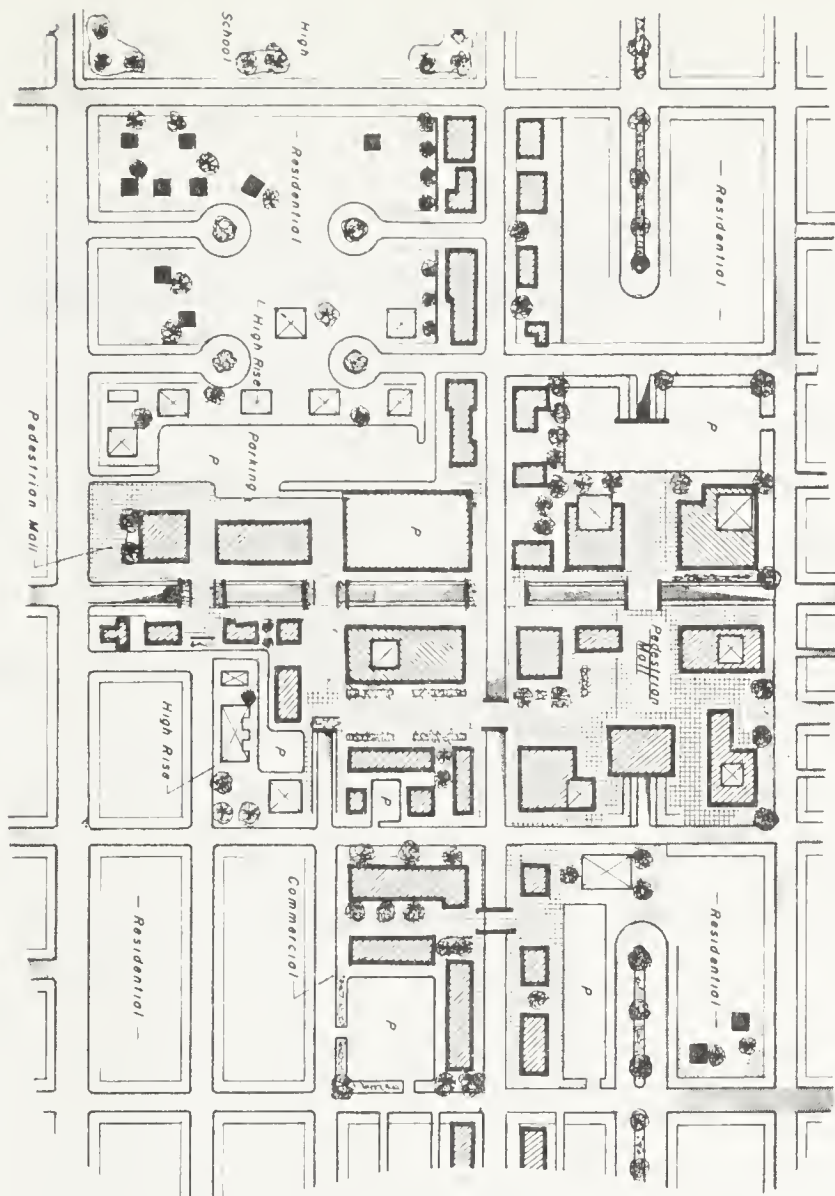
The two-centre concept was retained in place of abandoning the Downtown centre for a single centre on flatter ground in the Uptown Area. Plan 6 illustrates the two-centre concept.



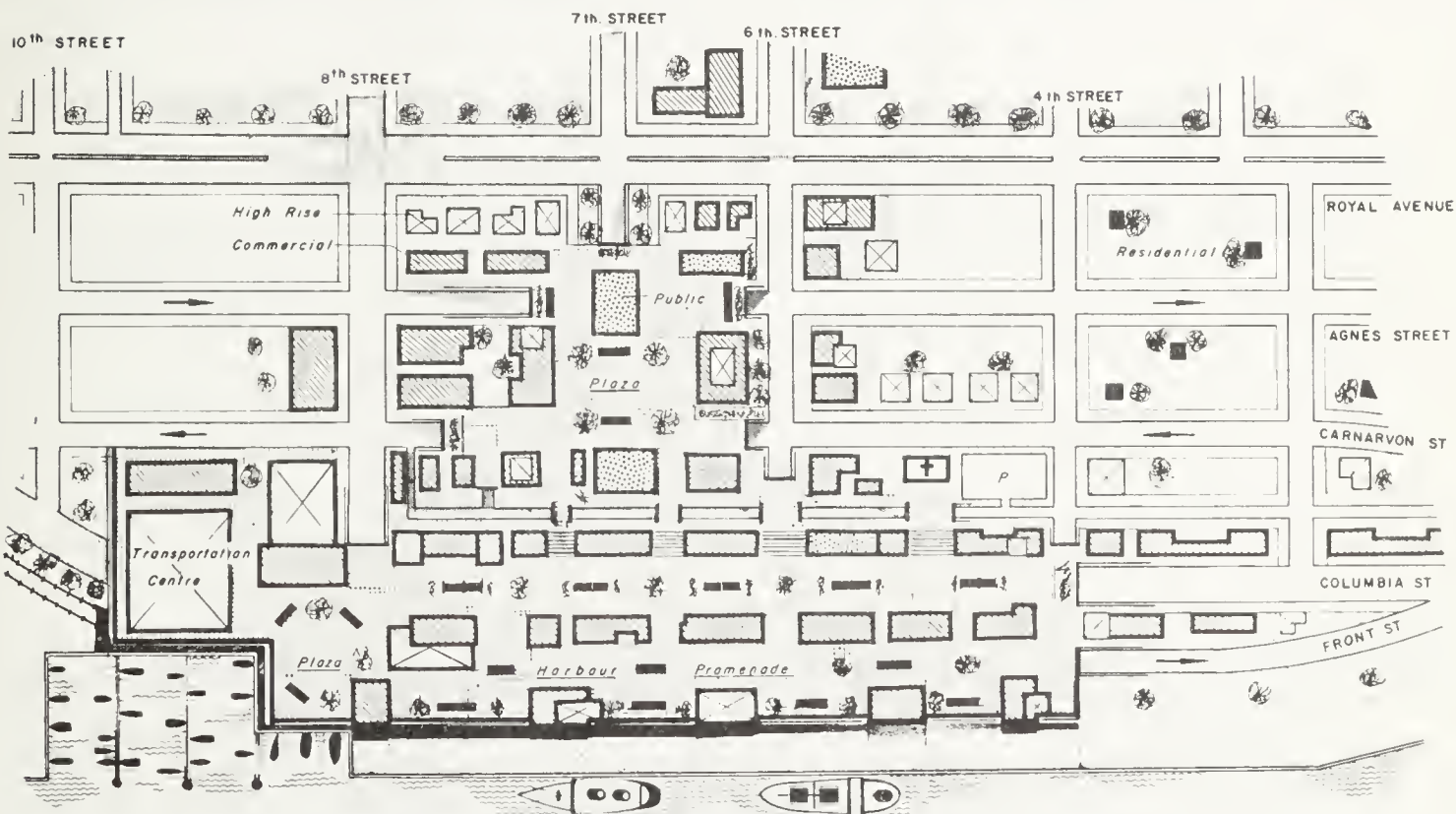
8th AVENUE

6th AVENUE

4th AVENUE



UPTOWN PLAN



DOWNTOWN PLAN



## TWO-CENTRE CONCEPT



## CHANGES IN THE CENTRAL AREA

Since the two-centre concept was introduced in 1967, a number of actions have occurred which suggest that a reappraisal is desirable. Recent commercial developments and the continuing and sustained growth in apartment construction indicate that New Westminster is destined to play a significant role as a major Metropolitan sub-centre. Although this function was recognized in the "Guidelines" report, the distance between the Uptown and Downtown Areas was considered too great to encourage development as a single compact centre. At the time, it appeared more logical to consider two concentrated centres surrounded and separated by multiple dwelling districts.

The two-centre concept was valid in 1967; but, the subsequent and rapid rate of change and development indicates the need for a reappraisal.

## COMMERCIAL GROWTH

The rate of change in development and redevelopment throughout the City has accelerated appreciably over the past five to ten years. This change is particularly noticeable in the northern section of the Central Area where vacancies in



commercial buildings evident a few years ago have largely disappeared. Existing under-used space has become more productive. The most significant new development in this area over the past five years has been the construction of the Westminster Medical building and the addition to Woodward's. Table II shows the increase in commercial floor space since 1963.

TABLE II

The Central Area  
New Commercial Floor Space

Year	Approximate New Floor Space	Major Developments Included
1963	--	--
1964	60,000 sq ft.	Westminster Medical
1965	--	--
1966	3,500 " "	Mini-Mart
1967	4,500 " "	B. C. Telephone
	4,500 " "	Service Station
1968	30,000 " "	Woodward's Stores
TOTAL	102,500 sq. ft.	

In spite of the relatively small number of new commercial buildings, the average growth since 1963 has been of the order of 20,000 square feet per year. Other small new developments have occurred recently on Sixth Street, north of Seventh Avenue, and between Third Avenue and Fifth Avenue.



## RESIDENTIAL GROWTH

The growth in commercial floor space does not represent the full impact of change in this area of the City. The increase in apartment units in and around the area has further emphasized the accelerated rate of change occurring in this section of the City. Table III shows the increase in the number of units built over the past five years and Plan 7 on page 22 shows the location of these new units in relation to the central commercial area.

TABLE III

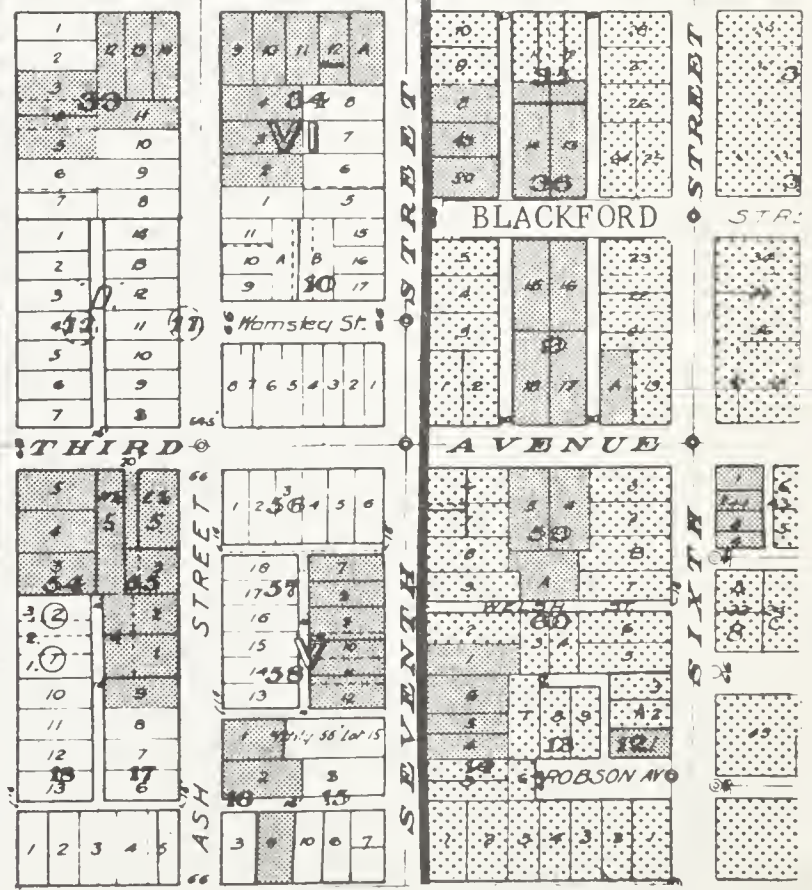
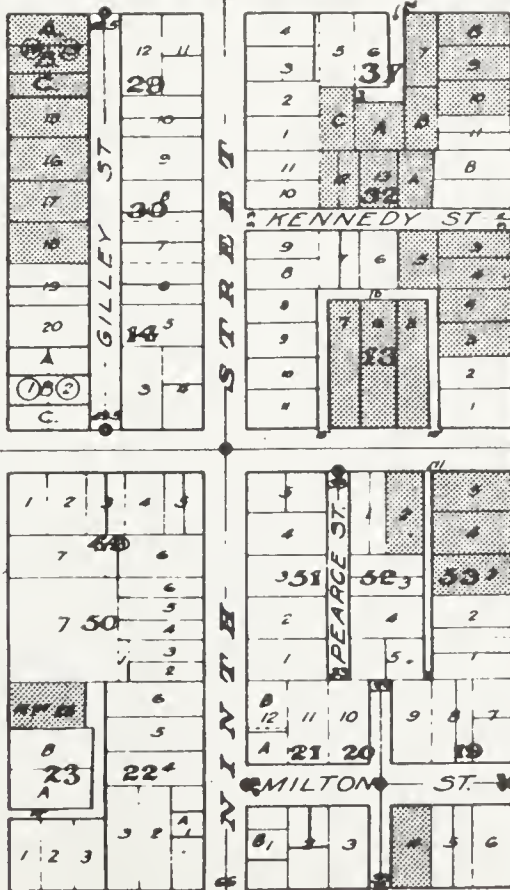
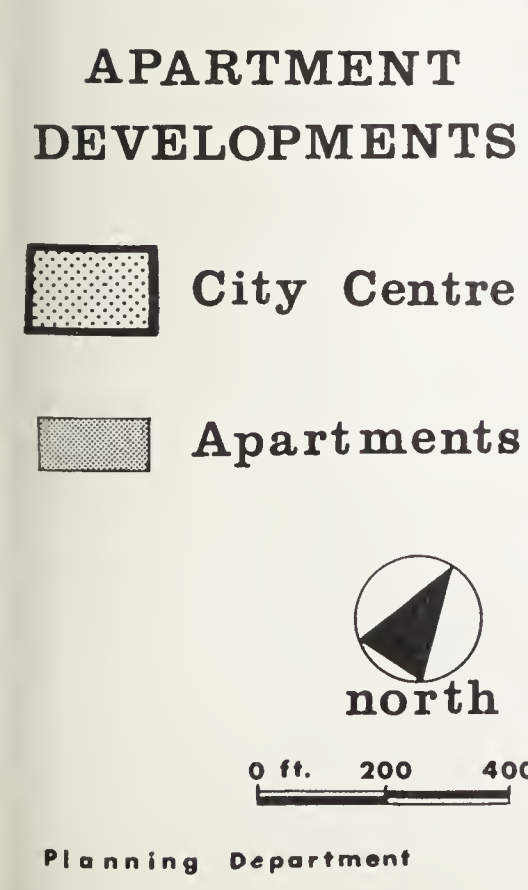
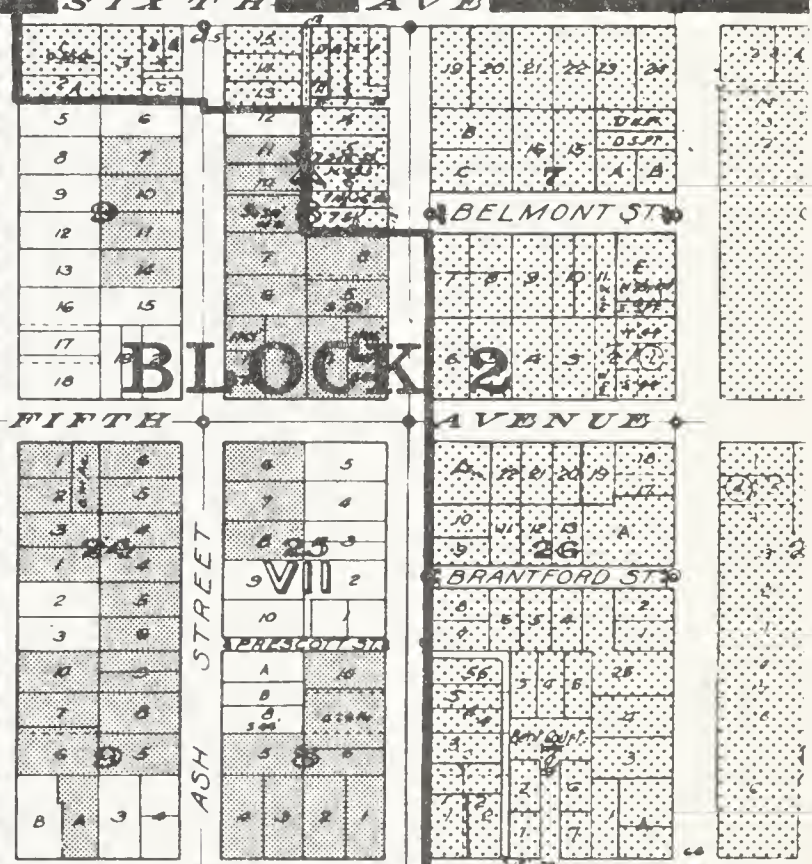
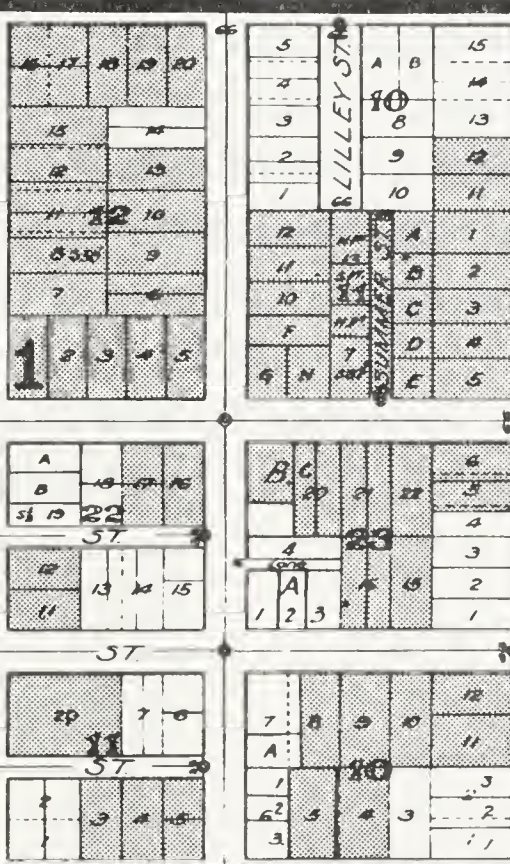
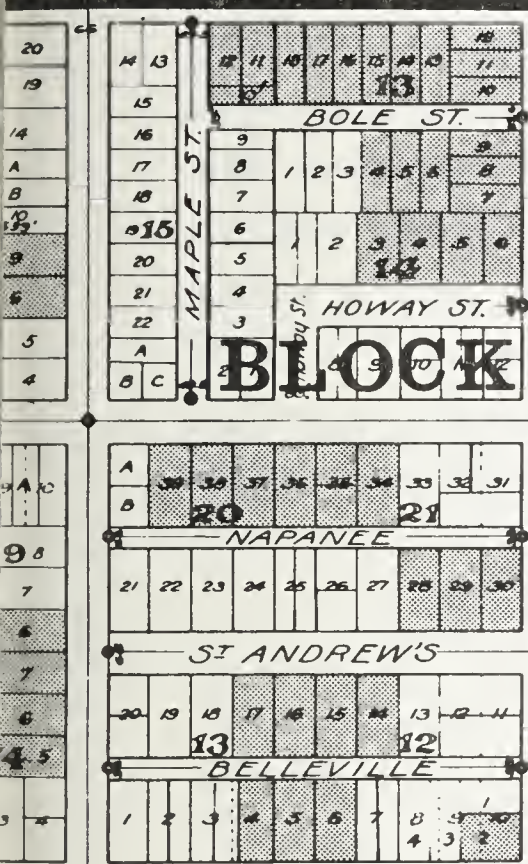
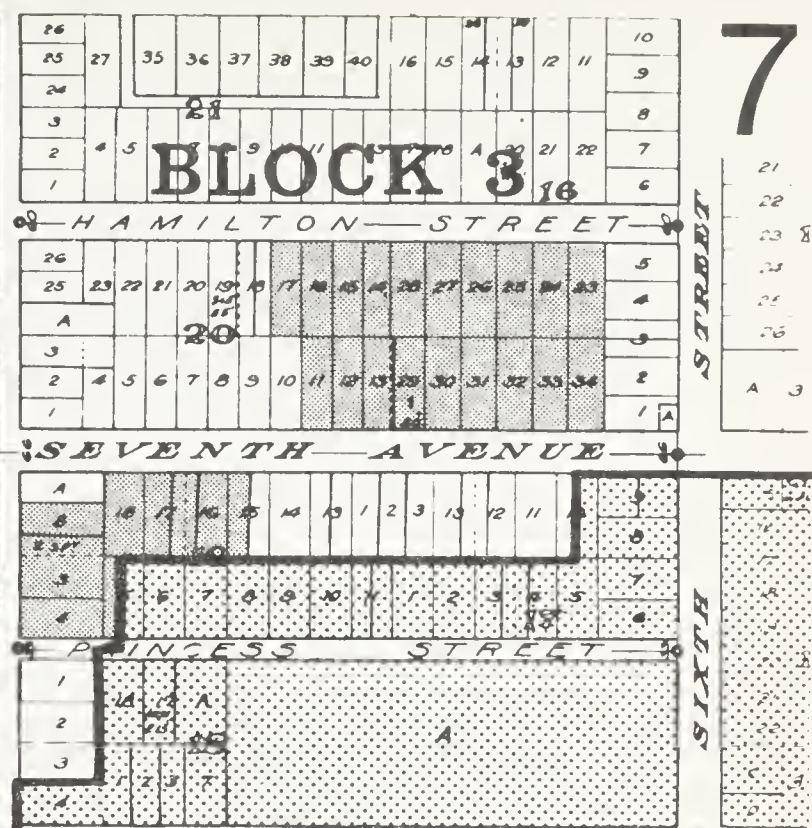
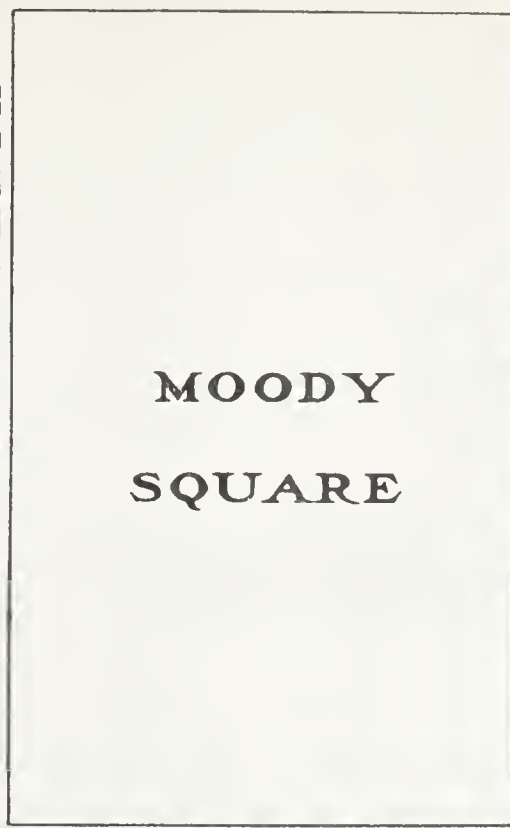
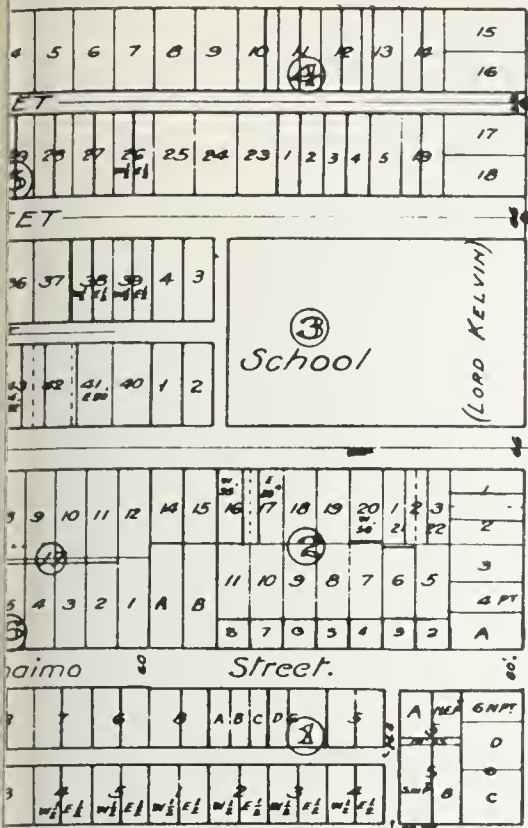
New Apartment Units In and Around  
the Central Area  
(see Plan 7)

Year	Number of Units by Location			Total No. of Units
	Block 1	Block 2	Block 3	
1964	--	97	--	97
1965	270	253	--	523
1966	258	40	163	461
1967	377	308	87	772
1968	522	215	265	1,002
TOTAL	1,427	913	515	2,855





This increased apartment development undoubtedly accounts for much of the increase in commercial activity. Continuing residential growth will warrant further increases in commercial floor area.






**APARTMENT DEVELOPMENTS**

 City Centre

 Apartments

 north

0 ft. 200 400

Planning Department



## PARKING SPACE DECLINE

The growth in commercial floor area, combined with the more intensive use of existing space and the continued growth in automobile usage, has been accompanied by an increase in the demand for parking. This increased parking demand has not been met by an equivalent supply of new parking spaces in the commercial districts. Consequently, the surrounding streets are being used for parking of the commercial overflow. The apartment growth in the surrounding area, with its own attendant use of on-street parking, only serves to aggravate the problem.



## PROSPECT

A significant growth factor affecting any commercial development is its captive population base. In any commercial centre, the need for increased commercial floor space, and consequently parking, is therefore related to nearby population growth. Population growth in New Westminster is dependent upon apartment construction, and apartment construction rests largely on the availability of land zoned for this purpose. Table IV on page 25 shows the land available for apartments in the Central Area.



TABLE IV

The Central Area  
Land Available For  
Apartment Development in Acres

Location*	Area Occupied By Apts. %	Area Under Construction %	Area Not Available %	Area Remaining %	Total %
Block 1	24.3 39.0	4.4	7.2 1.4	2.3 32.1	51.5 62.2 100.0
Block 2	15.8 38.9	0.3	0.7 1.2	2.9 23.3	57.5 40.6 100.0
Block 3	4.9 31.5	--	-- 0.1	0.6 10.5	67.9 15.5 100.0
TOTAL	45.0	4.7	2.7	65.9	118.3

\* Refer to Plan 7, page 22.



Of the one hundred eighteen acres zoned immediately adjacent to the City Centre, 66 acres, or 56 percent, is still available. On 44 percent of the area, there are 2,855 units. This would indicate that at least a doubling of the number of units can be anticipated in the future.

As indicated in Table III on page 20, the rate of construction of apartment suites has been increasing by about 250 units yearly, reaching a maximum of about 1,000 units in 1968. Assuming that the rate of increase in units constructed will continue, then, within the area under consideration, there is about a three year supply of land. A doubling of the area's present population within the next four years seems a reasonable forecast.

This increase in captive population would result in an increase in commercial activity which would be manifested either in an expansion in commercial floor area, or an intensification in the use of the existing floor space. A combination of both processes is most likely. In any event, if properly developed, a more diversified centre would result. This would attract a larger number of residents from surrounding municipalities, which will result in more automobiles entering the area.

A doubling of the apartment units close to the centre would also lead to more on-street parking spaces being used by residents of, and visitors to, these apartments. Thus, on the surrounding streets, there would result a marked reduction in on-street parking for shoppers.



The only other high density area close to the centre is around Albert Crescent. This former low-rise apartment area has been relatively dormant for the past five years. It was recently rezoned to an (RS-1) One Family Dwelling District with the expressed policy of considering rezoning to (RM-3) Multiple Dwelling District on application in order to encourage the development of high-rise apartments. Since the change in zoning, considerable interest has been shown in the area. It can be anticipated that during the current year, some new units will be constructed in this district.

From the foregoing, it is abundantly evident that study of and improvements to off-street parking in the commercial centre will be a continuing requirement to ensure proper functioning of this vital sector of the City.



## THE ONE-CENTRE CONCEPT

The rate and direction of urban growth are governed by many forces external to the civic decision-making process. In an epoch of rapid change, reappraisal of plans and policies at frequent intervals is necessary in order to assure continued flexibility.

## THE CITY CENTRE

The rapid growth of modern purpose-designed shopping complexes at interceptor points in the lower Fraser Valley and the anticipated continuation of this trend will tend to divert disposable income from the existing trade area of New Westminster. Before the impact of these new developments become discernible in retail sales, action should be taken to maintain the City's position in the hierarchy of metropolitan shopping centres.

Two major commercial areas within a city the size of New Westminster, competing between themselves, foster vulnerability rather than solidarity. Hence, they are more susceptible to erosion from external forces. Changes within the Central Area are creating internal problems, the solution to which will require the co-operation of property owners and merchants in both centres. In order to successfully meet future demands,



it is suggested that the City work towards one central commercial area, which because of its geographic location within the growing Metropolitan Area, would maintain an identifiable character as the CITY CENTRE, second only to Downtown Vancouver, in the variety of services provided.



## THE FORM OF THE CITY CENTRE

The two-centre concept has tended to produce separate centrifugal forces which are causing the centres to expand at their extremities. In the Uptown Area, the resultant of this force is noticeable in the requests for higher commercial zoning along Sixth Street north of Seventh Avenue. In the Downtown, the expansion occurs to the east and west, along Columbia Street.

Commercial areas which grew up prior to the widespread use of the automobile, today suffer from a chronic shortage of strategically-located parking space. Because of this drawback, older commercial areas that are compact present less difficulty for shoppers who can make one-stop shopping trips. Accordingly, New Westminster should be endeavouring to forestall further areal expansion of its central commercial area. To accomplish this, peripheral spread should be checked and growth should be encouraged to take place in a direction which will cause the two centres to coalesce.

It might be argued that this would result in too large a commercial centre, one that does not lend itself to pedestrian movement because of the distances involved and the steepness of the terrain. However, unchecked growth in all directions, from both centres, would ultimately result in a single centre much larger than the one which can be created if action is



taken to contain and direct growth.

The two-centre concept can lead to the development of insularity. The single city centre would minimize internal competitive hazards and point towards the introduction of policies for the promotion of cohesion rather than fragmentation.

One of the interesting facts about the City Centre is that the basic form is similar to that of the most modern shopping centre. Viewed from the air, as illustrated on Plan 8, page 32, the physical arrangement is not very different from the mall-type of centre, with the Uptown and Downtown representing main generators and the connection along Sixth Street the mall, but with vehicular traffic running along it. Acceptance of the single-centre concept would allow rehabilitation and growth of the centre to take full advantage of this basic form.

To take maximum advantage of the basic design, the following steps are suggested:

1. Limit traffic on the main frontage streets by encouraging only local traffic to enter the Centre and encouraging through traffic to take the perimeter roadways as the faster route.
2. Relieve traffic congestion and minimize hazards to pedestrians within the Centre.
3. Introduce zoning changes to restrict the peripheral spread of commercial activity.
4. Eliminate non-commercial land use below a given height.
5. Provide off-street parking at the rear of buildings.







## IMPLEMENTING THE CITY CENTRE CONCEPT

Central areas of cities tend to restore and rebuild themselves over time. Whether or not the diseconomies of the congestion being created by this rebuilding can be compensated for by the economic advantages of central location has yet to be determined. The capacity of transportation facilities can be enlarged. But, the effectiveness of such measures will be negated if increased densities and rearranged land uses are permitted without regard to their effect on the movement of people and goods.

### CONVENIENCE AND APPEARANCE

#### Accessibility and Circulation

Overcoming vehicular congestion requires a comprehensive approach. In Planning Guidelines 1967, a circulation system was suggested and is illustrated on Plan 4, page 11. Since that time, the Urban Renewal Scheme for Area 4 has proposed the extension of Royal Avenue in a westerly direction to connect with Sixth Avenue on the western periphery of the City. This route would provide an alternate east-west connection to the existing Columbia Street link. The eastern end of Royal Avenue, however, remains a bottleneck. Plan 9, on page 34, presents one solution which fits into the overall





### PROPOSED ROUTES

- extension of edmonds st east to freeway
- brow of hill connection west of rayol ave
- eastward extension of rayol ave

area  
TOPOGRAPHY  
and  
CIRCULATION

New Westminster B.C.



circulation scheme. The provision of this alternate route would reduce through-traffic on Columbia Street, and facilitate use by local traffic.

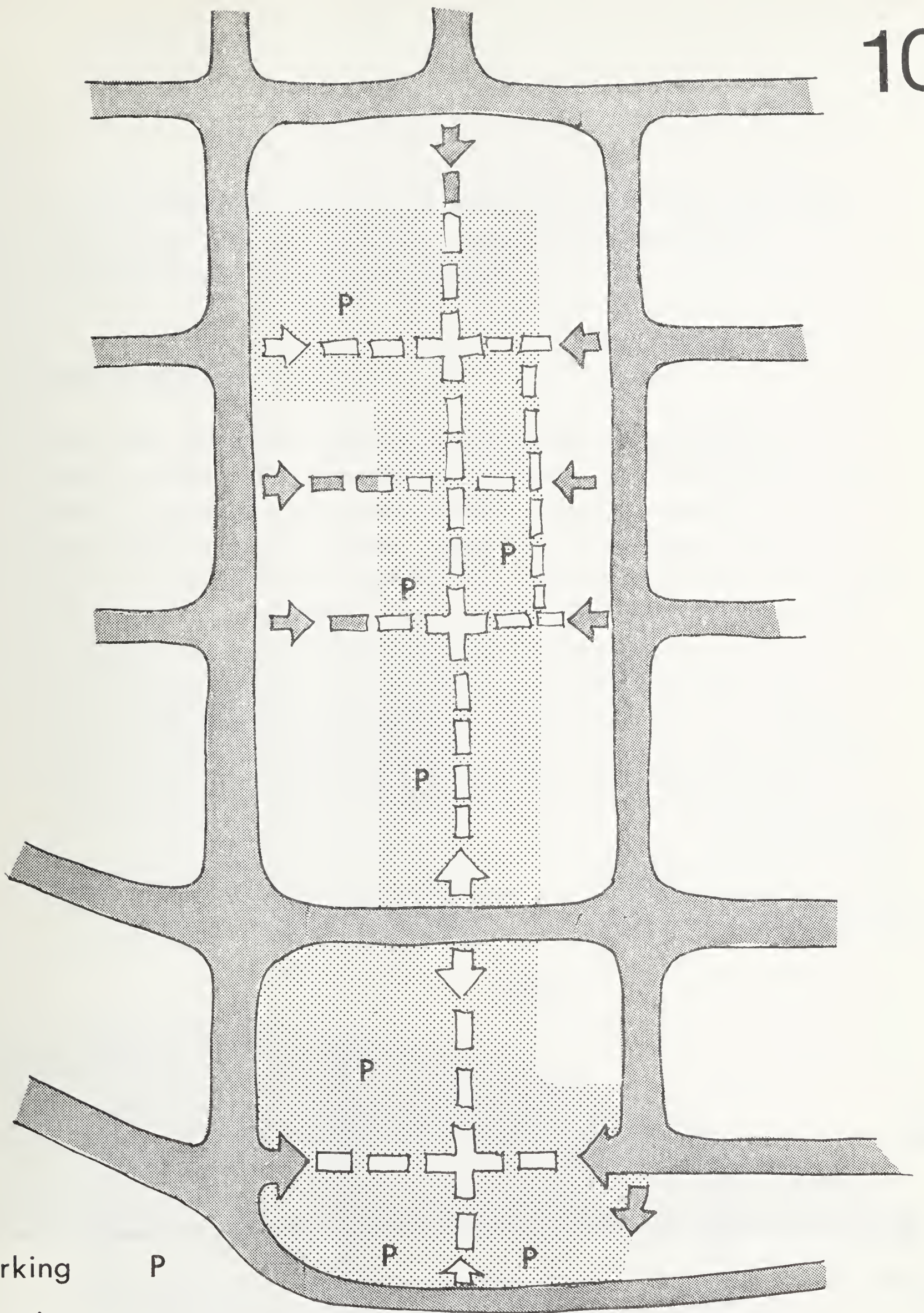
Sixth Avenue, the east-west arterial, connecting directly with an entrance and exit to the City, encourages non-terminal traffic through the northern sector of the City Centre. In order to reduce the flow, through-traffic should be siphoned off at the western end of the City and encouraged to use an alternate route. Eighth Avenue may prove to be an adequate alternative provided that steps be taken to move traffic quickly and smoothly along it.

Eighth Street, on the eastern periphery of the City Centre, is one of the main north-south routes in the City and carries a fair proportion of north-south traffic. Its use as a through route will continue to gain prominence in the future. An improved Fourth Street, on the eastern flank of the City Centre, would complete the peripheral route.


Leading into the Centre are the avenues, running at right angles to the streets. These may become feeder streets to the Centre if parking facilities are so located as to encourage traffic from these directions. All traffic having its destination within the Centre should then be able to move smoothly from the surrounding main streets into the Centre. Plan 10, page 36, outlines these movement patterns.


The automobile represents the principal mode of transportation for persons using the Centre. A large proportion of the frequent users could be enticed to park on the fringes





Parking P

Local traffic 

Through traffic 

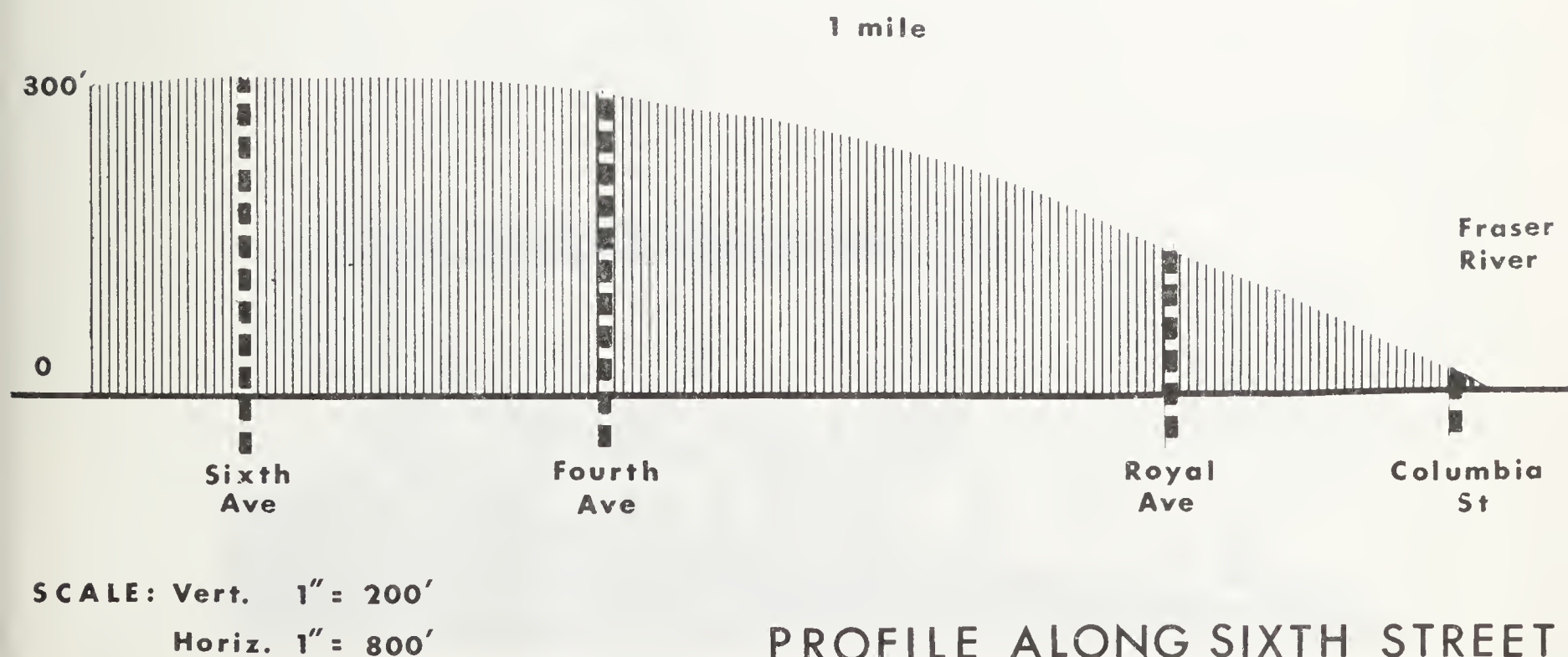
MOVEMENT PATTERN



by the strategic location of terminal facilities and free-flowing peripheral roadways. Much of the vehicular congestion may thus be eliminated.

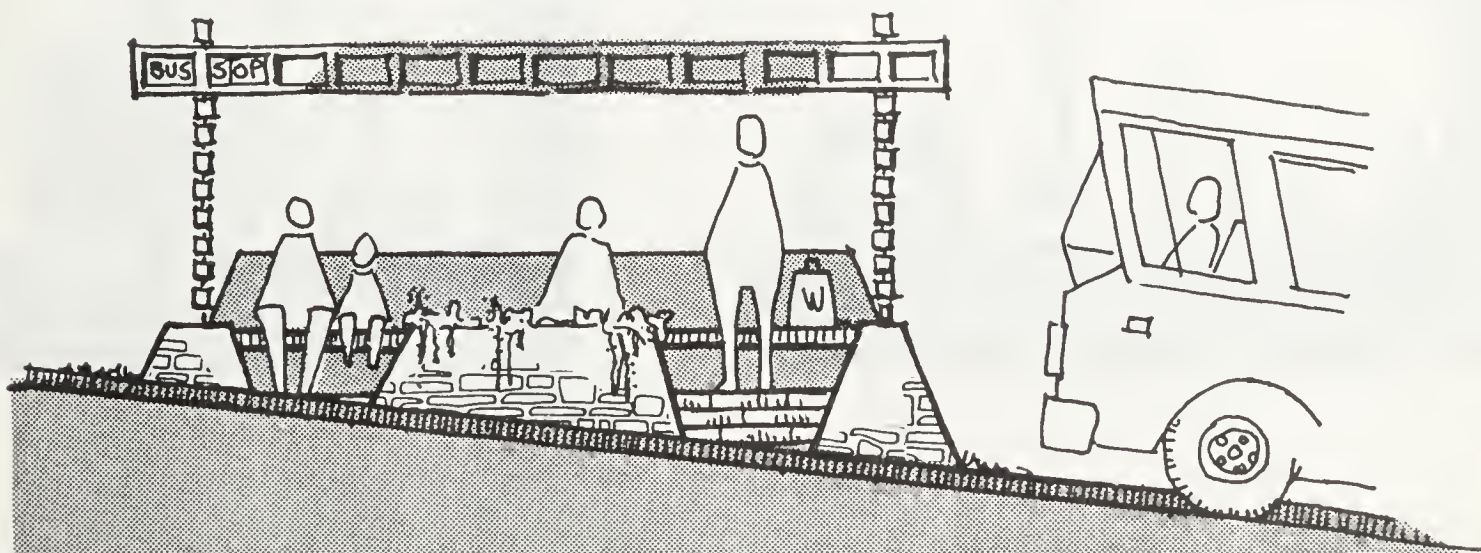
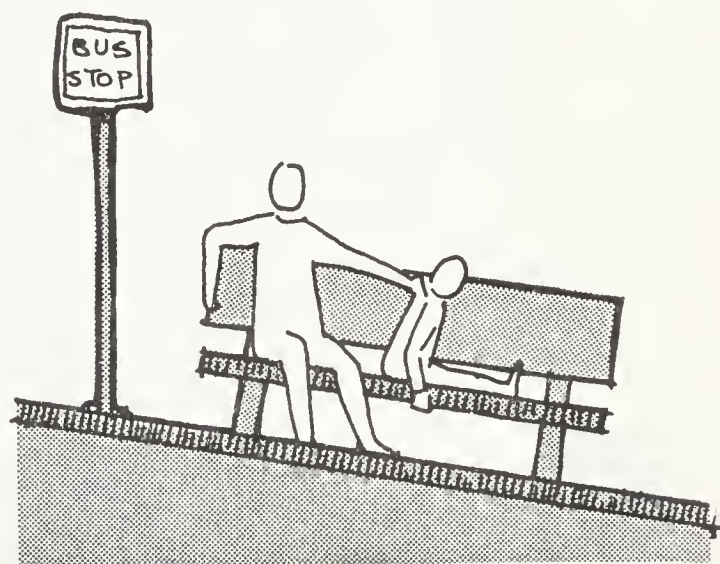
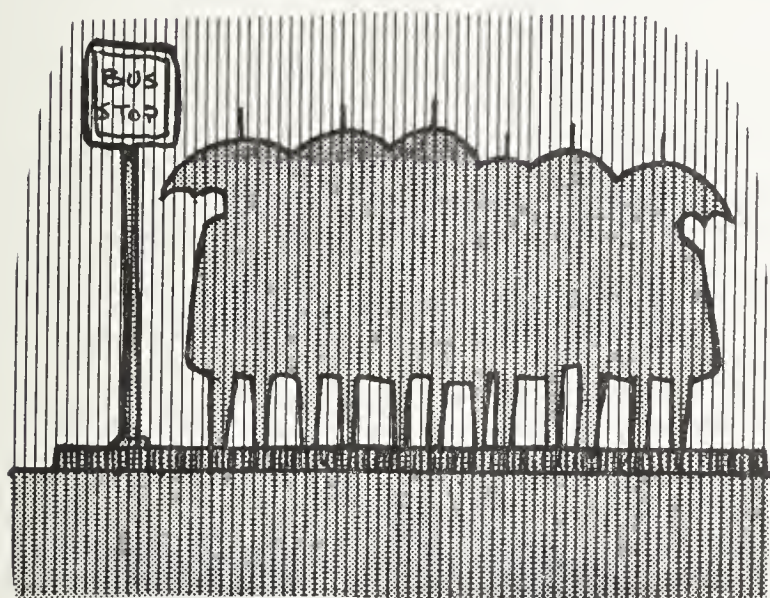
### Public Transit

The other important mode of transportation available to people arriving at, circulating within, and leaving the City Centre, is provided by the public transit system. A well-integrated transit system, operating at frequent intervals, can do much to reduce automobile congestion within the Centre. The economic advantage of providing such a system cannot be denied. The present system which concentrates on moving workers and shoppers to and from the Centre rather than within the Centre, provides an essential service. However, movement of persons within the Centre is of vital importance because of the size of the Centre and the slope of its terrain.





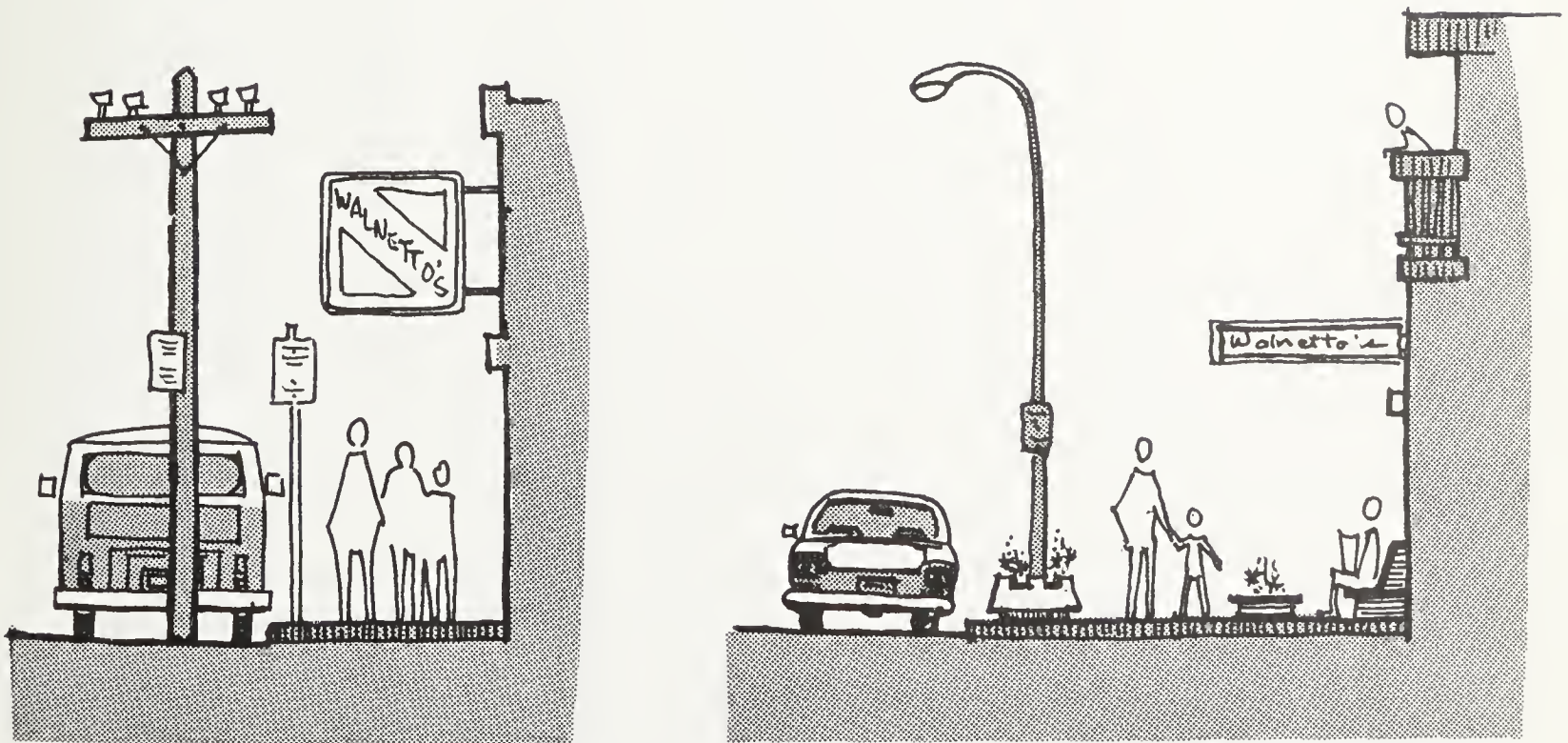
A mini-commuter bus service, operated along Sixth Street between the two cores and making frequent stops, would bring the centre closer to pedestrian scale. In conjunction with this, there should be pleasant and comfortable waiting areas. The design should take into consideration topography and the frequently inclement weather.





### Other Environmental Influences

Mobility for shoppers depends a great deal on their ability to get about under their own power. If commercial areas can be more conducive to walking, the demand for transit and vehicular movement can be substantially reduced. One of the changes necessary in the City Centre to encourage walking is the development of facilities for the pedestrian. To begin with, a system of walkways might be created to insulate the pedestrian from the interferences of motor traffic. In the City Centre, pleasant walkways from parking lots to main shopping streets should be considered.





Complete separation of pedestrians and motor vehicles is a costly ideal. However, if shoppers are to be encouraged to walk, more emphasis should be placed on making the pedestrian circulation system as efficient as that for the motor vehicle. Traffic signals are geared to the needs of motor traffic with little consideration given to foot travellers. In pedestrian-dominated environments, traffic signals could be made to take the pedestrian into account as much as they do the automobile. The accommodation of pedestrians may prove to be one of the most significant problems in commercial areas. The need for further study in this area is emphasized.



## ZONING

Zoning is the chief means employed by the City to foster growth and give direction to the two commercial centres.

Within the City Centre, at present, there are two main zoning classifications, (C-3) Community Commercial District (high rise) and (C-4) Central Business District. These two zoning classifications differ mainly in two respects.

1. Within the (C-3) zone, housekeeping units are permitted, provided no portion of the first storey at street level or any storey below this level be used for this purpose. In the (C-4) zone, housekeeping units are permitted provided no portion of the building below forty feet in height or three storeys be used for this purpose.
2. In the (C-3) zone, the floor space ratio for the residential portion of any building is set at 2.0, while in the (C-4) zone, the floor space ratio for the residential portion of any building is 3.0.

As shown on Plan 11, page 42, the Uptown Area, zoned (C-3), is surrounded by residential zones in order to concentrate commercial activities. A similar policy is employed in the Downtown centre. The only commercial zone connecting these two centres is along Sixth Street where the commercial zoning employed is of a lower order which restricts the uses permitted.



Up  
Town

Mid  
Town

Down  
Town

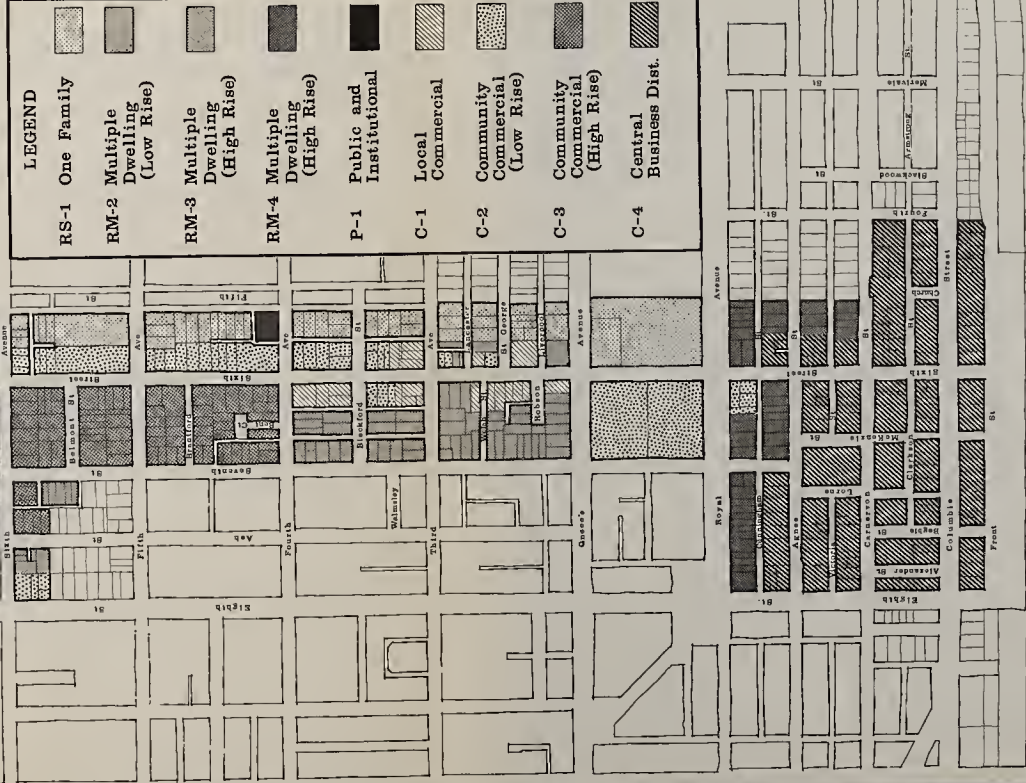


B. C.

# EXISTING ZONING

11

LEGEND
RS-1 One Family
RM-2 Multiple Dwelling (Low Rise)
RM-3 Multiple Dwelling (High Rise)
RM-4 Multiple Dwelling (High Rise)
P-1 Public and Institutional
C-1 Local Commercial
C-2 Community Commercial (Low Rise)
C-3 Community Commercial (High Rise)
C-4 Central Business Dist.



CITY CENTRE

New Westminster



As pointed out previously, the rate of multiple-family residential construction in and around the northern section of the City Centre has depleted the space available for this purpose to the point that if the rate of growth, as evidenced over the past three years continues, the supply of available apartment land will last for about three years. By establishing a uniform height restriction of one storey before residential uses can be introduced, and a uniform residential floor space ratio of 2.2, developers may be encouraged to bring some of the under-used space within the commercial area into a higher use. These amendments, paralleling current (RM-3) standards, would also serve to augment the supply of space for the provision of apartment units within the City Centre without necessitating the extension of the boundaries of the surrounding multiple-family zone. Maintaining the boundaries of multiple family zones as they presently exist for a period of five to six years would allow time for the implementation of the Urban Renewal Scheme for Area 4. Within Phase One of this Scheme, and bordering on the City Centre, about eighteen acres of land designated for multiple-family use will come on the market.

#### Suggested Changes

In order to promote the City Centre concept, it is recommended that there be one main commercial zoning classification throughout and that this zone be designated (C-4) Central Business District. It would permit housekeeping units above the first storey and establish a maximum floor space ratio of 2.2 for the residential portion of buildings.



A minor (C-5) Central Business District (restricted) is proposed to give some control to the type of development locating adjacent to Royal Avenue. The need for control stems from the fact that Royal Avenue is destined to be one of the major east-west routes through the City in the future. The anticipated use of this avenue suggests that retail establishments should be precluded because of their tendency to slow down traffic movement.

The zoning changes proposed to implement the recommended City Centre concept are shown on Plan 12, page 45, and summarized on page 46 in Table V. The Appendix contains a draft of the regulations for the proposed (C-4) and (C-5) zoning districts.



UP  
TOWN

Mid  
Town

Down  
Town



B. C.

12

New Westminster

CITY CENTRE

# PROPOSED ZONING

## LEGEND

C-4  
Central  
Business  
District



C-5  
Central  
Business  
District  
(Restricted)

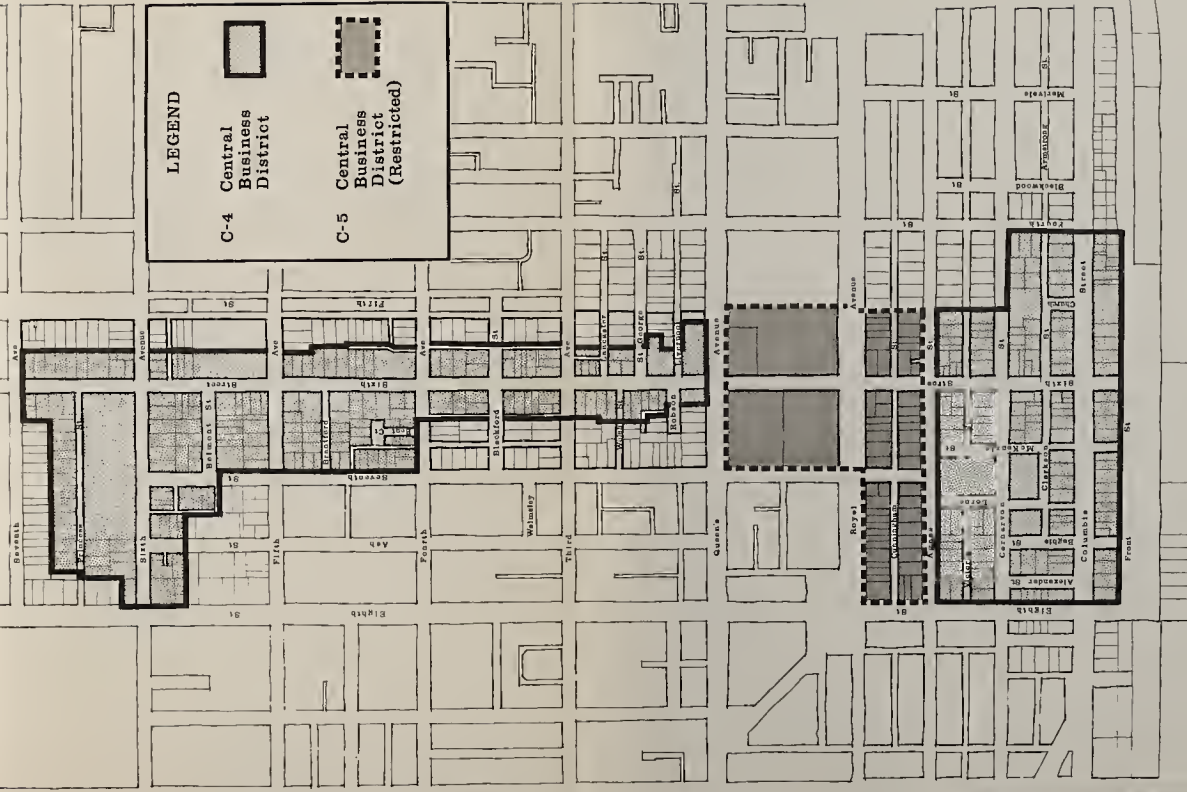




TABLE V  
The City Centre  
Proposed Commercial Zoning Changes

Zoning Classification	Existing Area Zoned (Acres)	Proposed Area to be Zoned (Acres)
(RS-1) One Family	15.6	10.9
(RM-2) Multiple Family (low rise)	1.3	0.0
(RM-3) Multiple Family (high rise)	10.0	7.2
(RM-4) Multiple Family (high rise)	6.3	0.0
(C-1) Local Commercial	3.1	0.0
(C-2) Community Commercial (low rise)	13.7	0.0
(C-3) Community Commercial (high rise)	28.4	0.0
(C-4) Central Business District	25.2	63.9
(C-5) Central Business District (restricted)	0.0	21.6
TOTAL	103.6	103.6



## PARKING

### Quantity

A report by the Planning Department in 1967 estimated that 450 parking spaces would be required in the Uptown Area to meet the current Zoning By-law requirements. This figure, however, was still below the standard recommended by the Urban Land Institute for commercial centres.

"Parking Requirements Survey, October 1968", a paper published by the New Westminster Downtown Business and Property Owners' Association, estimated a parking deficiency in the Downtown of about 400 spaces. This calculation was based on the standard set in the Zoning By-law and hence is also less than the U.L.I. standard for commercial centres. An additional deficiency of 200 spaces in the Midtown Area completes the estimate. Therefore, within the City Centre, a total of about 1,050 spaces are required just to meet the minimum standards prescribed by the Zoning By-law.

Following is a comparison of the ratio of existing parking spaces to building floor area in several competing shopping centres with Uptown and Downtown New Westminster included.



TABLE VI

Comparative Parking Ratios in  
Lower Mainland Commercial Centres

Commercial Centres	Spaces/1000 sq. ft. of Gross Leasable Area
Park Royal	7.3 spaces
Brentwood	6.2 "
Oakridge	5.9 "
Guildford	5.2 "
Lougheed Mall	4.3 "
Uptown New Westminster	2.5 "
Downtown New Westminster	2.25 "

The average number of spaces provided by the surrounding centres is 5.7 for every 1,000 square feet of gross leasable floor space. In the New Westminster City Centre, the average is 2.3 spaces. This indicates that almost one and one-half times the number of existing spaces would be required to bring the City Centre in line with the surrounding shopping centres. However, the difference in the average number of parking spaces provided by the surrounding shopping centres compared to that provided in the City Centre should not be cause for undue alarm, as there are differences between the two types of centre.

Purpose-designed shopping centres have grown up in the era of the automobile while central-city shopping centres generally predate that era. Shopping centres are designed and built to



take into consideration all relevant shopping requirements. Older urban shopping areas result from a conglomeration of individual decisions arrived at usually without reference to any overall policies.

Shopping centres are developed mainly to accommodate retail functions and hence provide parking in accordance with the requirements of this function. Shopping areas, on the other hand, encompass a wider range of business uses, generally not requiring the same high standard of parking as the integrated centre.

Most shopping centres are located in less densely populated areas, with promising growth potential. They tend to precede high population growth rather than follow it. As a result, they are not usually serviced to any large extent by public transportation. The shopping or business areas in a city, however, are usually the hub of a public transportation network.

For these and other reasons, shopping areas striving to emulate purpose-designed shopping centres with respect to the provision of parking may be somewhat unrealistic. Nevertheless, every attempt should be made to improve this facility to the highest possible standard. In the New Westminster City Centre, the first and essential step would be to attempt to provide the required number of parking spaces to meet the standard set in the Zoning By-law.



### Location

In order to establish the best location for City Centre parking facilities, the following were taken into consideration:

- (a) assessed value of land and improvements
- (b) quality of buildings in the Centre
- (c) land use within the Centre
- (d) growth in and around the City Centre
- (e) location of the main existing purpose-designed parking lots

In attempting to bring the parking requirements in the Centre up to by-law standards, the economic aspect of the undertaking is of paramount importance. The cost of obtaining land for this use represents a large proportion of the total cost of the project. Therefore, in selecting sites, their anticipated cost must be taken into consideration. One reliable indicator of the relative value of property is the assessed value of land and improvements. Plan 2 on page 6 indicated the assessed values of land and improvements per square foot in the Centre, based on 1968 figures.

Of the properties used for residential purposes within the Centre from which parking lot sites might be selected, the quality of existing buildings is an important consideration. From an urban renewal, functional, and aesthetic point of view, the selection of sites should endeavour to remove those buildings in the worst physical state. Plan 3 on page 8 shows the quality of buildings within the Centre as determined from an external visual survey.



The size of the City Centre and its elongated shape precludes the possibility of concentrating parking in one given area. It is felt that decentralization of parking lots, with size dependent upon the concentration of commercial activity and the proximity of existing parking, would better meet the requirements of the Centre. Plan 13 on page 52 shows the preferred locations, based on an analysis of foregoing criteria. Table VII lists the approximate number of surface parking spaces that may be provided on each site.

TABLE VII

Suggested Parking Lots  
Within the City Centre

Lot No.	Number of Surface Parking Spaces
1	52
2	46
3	80
4	214
5	98
6	82
7	69
8	57
9	58
10	67
11	90
12	115
13	72
TOTAL	1,120



**Up  
Town**

**TOW**  
**PIM**

**Down  
Town**



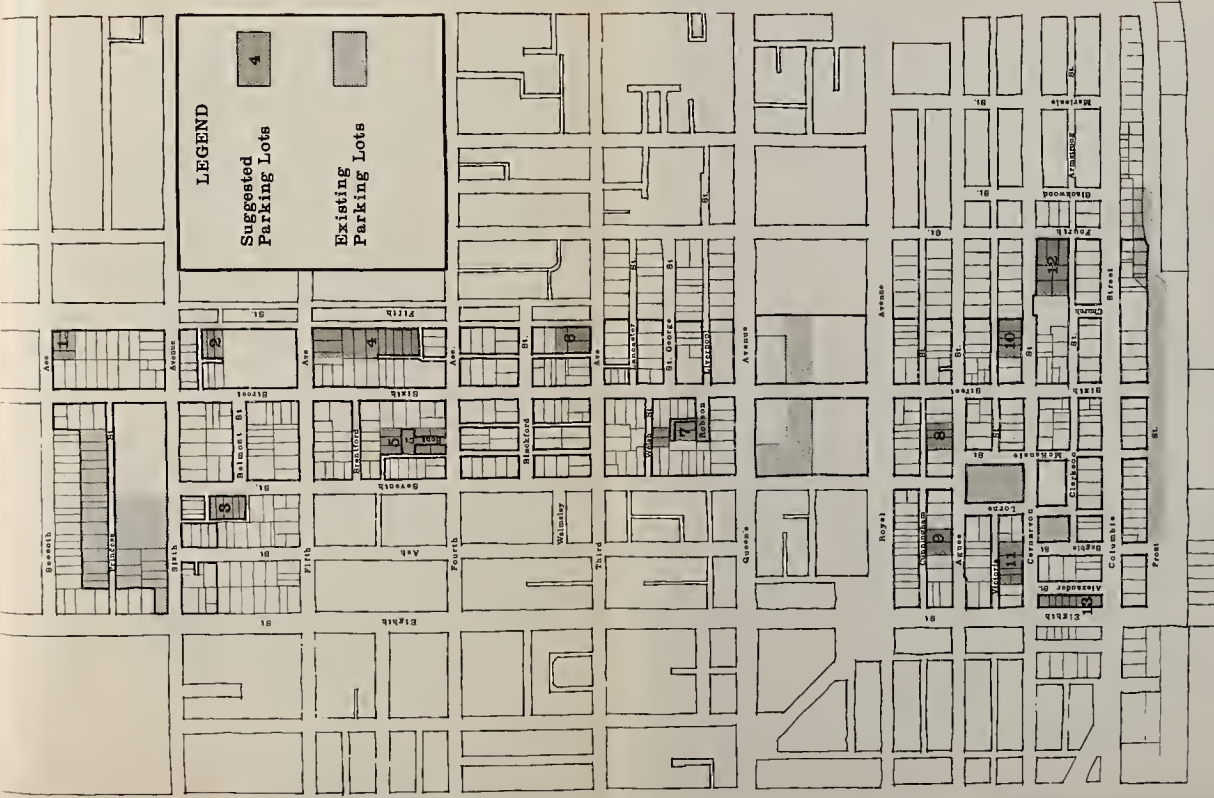
**north**  
planning and  
action

## New Westminster

CITY CENTRE

# PROPOSED PARKING LOTS

13





## METHODS FOR PROVIDING COLLECTIVE OFF-STREET PARKING

Collective parking lots may be provided by three basic methods. Variations within these methods will be related to existing conditions in the areas of application. The three basic approaches are outlined below.

### The Free Market Approach

A private entrepreneur undertakes the project with the intention of making a profit. In this case, he procures the capital required for producing the facility, operates it, and any profit or loss which results is his sole responsibility.

### The Public Utility Approach

A municipality may act as a private entrepreneur in the provision of off-street parking facilities. In accordance with Section 866 of the Municipal Act, a council may proceed as follows:

- (a) The Council may, by By-law, acquire by purchase, lease, or otherwise, and hold, use and improve, real and personal property for the provision of off-street parking facilities.
- (b) The Council may construct buildings and structures and equip them for this purpose.



- (c) The Council may provide for the operation, maintenance and management of any property acquired, held or used for this purpose.
- (d) The Council may charge and collect a fee or rent for the use of any space in or portion of, or the use of, any of the property acquired, and may enter into agreements with other persons for the leasing or subletting of any of the property.

### The Local Improvement Approach

This method puts the responsibility of initiating the project in the hands of the property owners or an organization acting on their behalf. The procedure is as follows:

- (a) An informal petition is forwarded to Council by the persons or organization desiring the development of a parking lot, indicating the properties which would be specially benefitted.
- (b) Upon receipt, this petition would be forwarded to the civic departments concerned for their consideration and approval.
- (c) Once cleared by the respective departments, a formal petition would be prepared for the signatures of the property owners to be specially benefitted. The promoters of the project would be obliged to obtain the signatures of two-thirds of the property owners representing at least one-half of the value of the properties involved.
- (d) The formal petition should include an estimate of the cost of the construction of the parking lot and an estimate of the cost of maintenance so that the persons asked to sign the petition are aware of the magnitude of the local improvement tax which they will be expected to pay when the project is implemented.



- (e) Once the validity of the petition is determined by the City Clerk, the preparation of frontage-tax assessment roll will be undertaken and a Notice of Assessment mailed to the owner of every parcel liable to be specially assessed. In accordance with the terms of the Municipal Act, a Court of Revision is then held to permit appeals by aggrieved individuals.

Of the methods outlined for the provision of off-street parking, the one which would most favourably meet the economic philosophy of our free enterprise system is that provided by the entrepreneur. However, this approach requires that the market forces indicate a profitable undertaking. The situation existing at present in New Westminster does not seem to have reached the point where the demand would attract private capital to this venture. As it is reasonable to assume that private capital would not be attracted into providing a sufficient quantity of parking facilities in the near future, this approach can be discounted.

Over the years, governments have used real property taxes to provide essential services to the public. Changes in technology have caused public monies to be spent on new services which were felt to benefit the community as a whole.

The street system, one of the essential services on which public funds are spent, has not changed functionally over the years, but the carriers have evolved, from the hand-driven cart, through the horse-drawn carriage, to the automobile. Throughout this evolutionary process, it has always been the responsibility of the private sector of



society to provide storage facilities for these carriers. Today, this traditional approach is still accepted and maintained.

It is not intended to imply that the division of responsibility is maintained for purely traditional reasons. There are real problems involved in government assuming the responsibility for providing the storage facilities for automobiles. Some of the major obstacles are the size of the automobile population and its rapid rate of growth; the amount of space required to meet the demand (one automobile requires approximately 300 square feet); and the rising costs of land in urban areas. If public funds are used to provide parking facilities in the City Centre, what then withholds public funds from being used to provide parking in residential areas? Would the taxpayer be prepared to carry the financial burden of providing parking for residents in high-rise apartments? These and many more problems would have to be resolved before public funds can be used for the provision of off-street parking facilities. It is not likely, therefore, that the Public Utility Approach in the pure sense is applicable if the problem is to be solved in the near future.

Since the Free Market approach and the Public Utility approach are inapplicable because of forces beyond the City's control, the choice left is the Local Improvement approach or an adaption of it. After careful consideration, the subsequent procedure seems most suitable to meet the requirements of the existing City Centre.



### The Recommended Approach

In order to adequately service an area the size of the City Centre, it would be necessary to create a series of cells, each with its own parking facility related to specially-benefitted properties. Plan 14 on page 58 shows one possible cellular breakdown at the Centre. It should be noted that the Downtown Parking Ramp, with its existing delimited area, is retained as a cell. To maintain an acceptable walking distance, a radius of 400 feet was established as the maximum distance between a parking lot and any property within the cell boundaries.

It can be seen from Plan 14 that three of the suggested lots fall within the area delimited for the Downtown Ramp. For these lots, the procedure already established for the provision and maintenance of the Ramp should be adopted. The remaining proposed lots and their specially-benefitted areas will lend themselves to a new policy similar to the one outlined below.

1. Parking requirements within the City Centre should be standardized in order to accommodate changes in use within the buildings in the Centre. It is proposed that all commercial uses permitted within the (C-4) District be required to provide one parking space for every 500 square feet of gross floor area.
2. All properties should be required to meet the parking requirements of the Zoning By-law by a specific deadline, say, two years from now.
3. Owners who are unable to meet the requirements on their own property would be able to do so in the proposed collective parking lots.



UP  
TOWN

Mid  
TOWN

Down  
TOWN



New Westminster B. C.

CITY CENTRE

# PARKING CELLS

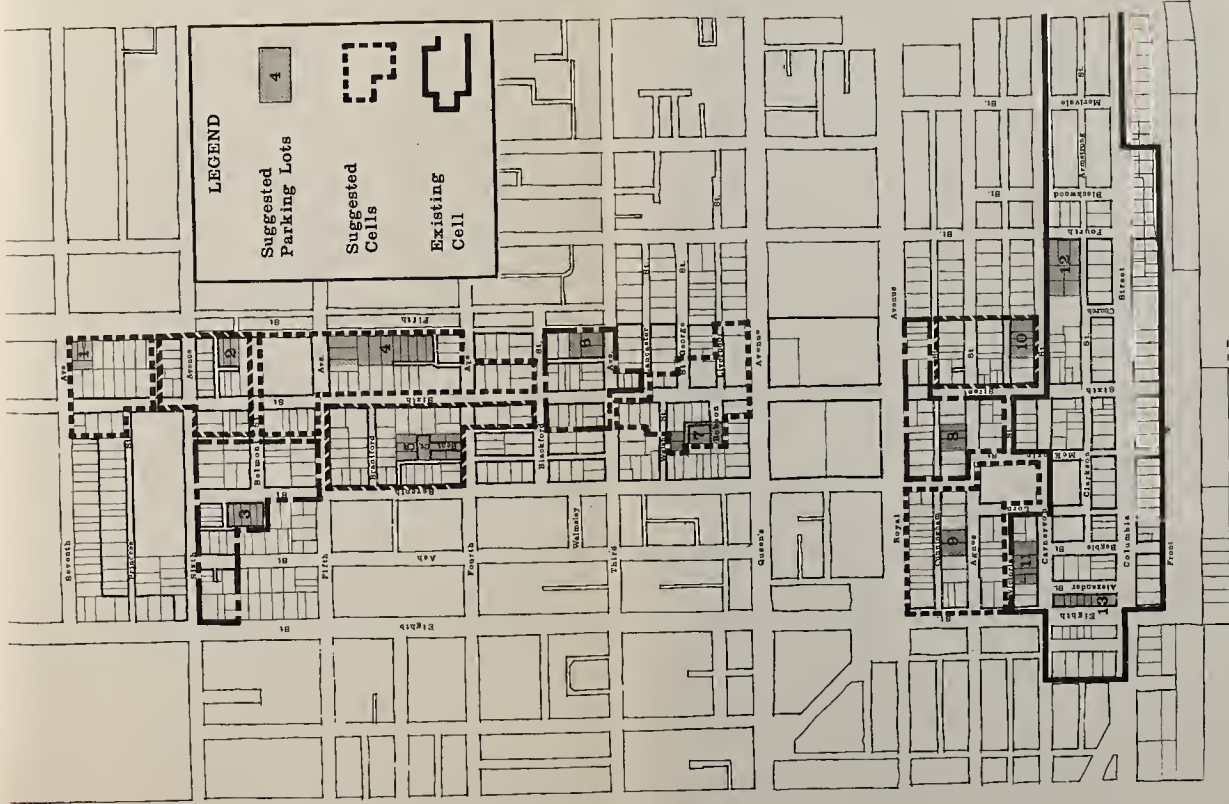
## LEGEND

Suggested  
Parking Lots

Suggested  
Cells

Existing  
Cell

4





4. The total capital cost of the parking lot should be paid for by the property owners through a local improvement charge against the properties to be benefitted.
5. Local improvement levies would be on an equal front foot basis. Owners who cannot meet the required parking on their own property and have to obtain spaces in the collective parking lot will be credited with this provision. The remaining capital cost would be divided among the property owners on a sliding scale based on distance from the parking lot.
6. If an owner expands or rebuilds his premises so as to create a greater demand for parking space which cannot be accommodated on his property, he may wish to purchase space in the collective parking lot. If space is not available, he would be required to contribute to a special fund which would be established for providing additional parking facilities.
7. The operation of the parking lots may be based on a stamp system. Stamps covering the parking charge could be issued by the businesses within the delimited areas and would be payable monthly by the business operators.
8. If in any year the fees collected from parking are insufficient to cover the annual instalment, operation and maintenance of the parking facility, the deficit would be raised from the local improvement tax procedure outlined above.
9. If in any year there is a surplus from fees collected after the payment of the annual instalment, plus charges for operation and maintenance, such surplus should be set aside in a special fund to meet subsequent payments or to provide increased parking. The ultimate aim would be to create a federation of these individual systems, governed by one authority for the whole City Centre.



One may question the validity of introducing a new system for providing off-street parking within the City Centre, while there is an established system operating in the Downtown at the moment. It should be pointed out that the existing system was studied and found to present some technical difficulties. Principally, the allocation of assessed charges is related to the assessed value of the properties. Any changes in assessed value resulting from new or improved premises within the area requires a readjustment of the whole system. This may become burdensome in an area where there is much room for new and improved buildings. Allocation of charges based on a front foot basis would eliminate this undertaking.

The introduction of a system using the front foot as the basis for assessment implies that all properties within the area, whether used for commercial purposes or not, would be liable for the assessment. Owners of non-commercial property may plead hardship. As pointed out previously, one of the elements necessary to create a strong City Centre is the elimination within the Centre of non-commercial uses below a given height. Also, all uses that remain within the Centre should be prepared to pay the economic rent. The existing uses that cannot meet this rent would be encouraged to give way to higher order occupancies.



## THE ECONOMICS OF CAR PARKS

Parking spaces can be provided in several forms: on streets, on sites which are cleared and surfaced for the purpose, in structures of one or more storeys, in basements, under buildings, or underground below some public property such as a road or open space.

### Land Costs

The cost of acquiring land for parking will vary with location and current use. No capital outlay will be required where an existing street surface or other public space can be used; otherwise, in a built-up area, cost will depend on the choice of location and the improvements on the land. In the City Centre, the acquisition of land and improvements may vary from a low of \$3.50 per square foot to \$5.00 per square foot or more.

### Cost of Works

The cost of improvements to land for parking purposes will vary substantially. The surface car park will need just a simple asphalt pavement, drainage, planting, marking, lighting, and perhaps a kiosk. The multi-storey car park is a relatively substantial and expensive structure, having



either closed or open sides between floors.

Basement car parks require normal basement construction with drive-in ramps. A multi-level underground car park requires a deep excavation and complicated drainage, ventilation and access arrangements. There is no generally-accepted comparable figures of cost, but the following table gives a local comparison.

TABLE VIII  
Off-Street Parking Facilities  
Comparative Construction Costs Per Square Foot

	1963	1965	1967	1968
Parking Garages	\$	\$	\$	\$
Single raised deck with on-grade parking	2.25- 2.50	2.25- 2.50	2.75- 3.25	3.00- 3.50
Two or three storey above and on-grade parking	2.50- 3.50	3.00- 4.00	3.50- 4.50	4.00- 5.00
Multi-storey parking	3.00- 4.00	3.50- 4.50	4.50- 6.00	5.00- 6.50
Basement parking in conjunction with multi-storey parking or office buildings	5.00- 7.00	5.00- 7.00	5.00- 8.00	6.50- 9.00

Source: Real Estate Trends in Metropolitan Vancouver, 1968.



### Operating Expenses

Even the simplest of surface car parks will be subject to taxes and the cost of maintenance and repair. On the other kinds, expenses will vary with the type of parking structure and its size. In underground garages, for example, added expenses may arise from insurance, heat, depreciation on ventilation plant, etc. The operating cost per car per day, which is the unit often used in calculations, will vary with the kind of parking and also with the number of days in the week and the number of hours per day that the place is used.

### Money Yield

To estimate probable income, knowledge is required of the number of days per week and the hours per day that the place will be open. A forecast is needed of the use that will be made of the facility in terms of the number of cars that will park and their average length of stay. To this must be applied the intended charges which will range from nothing to say twenty-five cents per hour. From this can be calculated the average income per car space per day which can then be related to the average operating cost for the same unit.

### Financial Appraisal

The most suitable test of economic feasibility would relate the expected annual income to total annual expenditure in order to determine whether the parking place will operate



at a profit or loss. A loss is frequently experienced, for car owners are rarely charged an economic rent for parking. Tables IX and X on the following pages do not attempt to enter into detailed calculations because of the many unknown variables, but do present estimates based on the main cost factors involved in the provision of collective parking facilities, on some of the sites indicated previously on Plan 12, page 45.

The parking lots selected for estimating purposes are considered representative of the sections of the Centre in which they are located. From the following tables of relative costs, it can be seen that based purely on capital costs, structure parking is less economical than surface parking in most of the Centre. However, the calculations for Lot 13, the one closest to Columbia Street, indicate that in the Downtown portion, structure parking is more economical.

It is suggested, at this time, that surface parking be contemplated in the Uptown and Midtown areas. The procurement of long-term sites would then be assured. In the future, when the effective demand for parking reaches the point that structure parking is economically feasible, these sites can be used for the erection of parking structures. In the Downtown, however, additional study will be required to determine the relative merits of surface versus structural facilities.



TABLE IX

## Surface Car Parks Cost Estimates

Lot No.	Land Area	No. of Spaces <sup>1</sup>	Land Acquisition <sup>2</sup>	Construction <sup>3</sup>	Contingencies <sup>4</sup>	Total	Cost/Stall
3	24,219	80	\$ 89,370	\$ 7,266	\$ 9,663	\$106,299	\$1,328
4	72,522	214	195,930	21,757	21,768	239,455	1,118
5	29,488	98	112,530	8,846	12,137	133,513	1,362
7	20,800	69	59,790	6,240	6,603	72,633	1,052
8	17,398	57	64,620	5,219	6,983	76,822	1,347
13	21,714	72	297,060	6,514	30,357	333,931	4,637

1 Based on 300 square feet per space

2 Based on three times the assessed value of land and improvements

3 Construction cost based on thirty cents per square foot

4 Ten percent of total cost of land and construction



TABLE X

Structure Car Parks Cost Estimates  
(Two Levels and On-Grade Parking)

Lot No.	Land Area	No. of Spaces <sup>1</sup>	Land Acquisition <sup>2</sup>	Construction <sup>3</sup>	Contingencies <sup>4</sup>	Total	Cost/Stall
3	24,219	210	\$ 89,370	\$ 363,285	\$ 45,265	\$ 497,920	\$ 2,371
4	72,522	612	195,930	1,087,380	128,331	1,411,641	2,306
5	29,488	264	112,530	442,320	55,485	610,335	2,311
7	20,800	177	59,790	312,000	37,179	408,969	2,310
8	17,398	141	64,620	260,970	32,559	358,149	2,540
13	21,714	186	297,060	325,710	62,277	685,047	3,683

1 Based on 300 square feet per space with a reduction of ten spaces per floor for ramps and pillars

2 Based on three times the assessed value of land and improvements

3 \$5.00 per square foot

4 Ten percent of total cost of land and construction



## CONCLUSION

It is obvious that certain changes are necessary to keep the City Centre in step with the times. This report has indicated the direction in which the City should be moving in respect to its vital central commercial area.

To implement the ideas presented, City Council will be required to establish firm policies regarding zoning changes, parking standards, and the provision of public amenities. Merchants and property owners will be required to initiate the provision of collective parking facilities and to willingly accept responsibility for meeting the parking requirements of the Zoning By-law within a given period of time.

If carried out with a co-operative spirit, the specific recommendations for zoning changes and the location of parking facilities combined with the suggestions for other minor innovations could contribute to making the City Centre more convenient and pleasant for its users, more profitable and tenable for its businessmen.



# A P P E N D I X

## PROPOSED AMENDMENTS TO ZONING BY-LAW NO. 1743

- |            |  |
|------------|--|
| SECTION 7C | (C-4) Central Business District Schedule                 |
| SECTION 7F | (C-5) Central Business District (restricted)<br>Schedule |
| SECTION 8B | Parking Schedule Amendments                              |



## PROPOSED (C-4) DISTRICT SCHEDULE

### SECTION 7C (C-4) CENTRAL BUSINESS DISTRICT

1. The provisions of this section shall apply to lands and premises situated within the (C-4) Central Business District as defined, designated, delineated and described in this By-law.

2. Uses

It shall be unlawful to alter, repair, erect, construct, locate, maintain, or reconstruct, or cause to be altered, repaired, erected, constructed, located, maintained or reconstructed any building or to occupy or use any building or land within the boundaries of the district referred to, defined, designated or described in this By-law as a (C-4) Central Business District save and except for any of the following uses, namely:

- (a) Banks
- (b) Business and professional offices
- (c) Cafes and restaurants (excluding drive-in restaurants)
- (d) Gasoline service stations
- (e) Personal service establishments, being barber shops, beauty parlours, dry cleaning shops, electrical appliance repair shops, optical or watch repair shops, florist shops, laundrettes (automatic self-service only), shoe repair shops, tailor or dressmaker shops.
- (f) Retail stores
- (g) Clubs and lodges
- (h) Commercial schools
- (i) Health service centres, reducing salons, steam baths
- (j) Schools for beauticians and models
- (k) Interior decorating shops



- (l) Hotels, motor hotels
- (m) Public assembly and entertainment uses including auditoriums, amusement arcades, billiard and pool halls, bowling alleys, catering establishments, dance halls, gymnasiums, meeting halls, night clubs, swimming pools and theatres (excluding drive-in theatres)
- (n) Public transportation depots
- (o) Studios
- (p) Taxi offices
- (q) Housekeeping units used in the same building with and additional to any of the foregoing uses provided that no portion of the first storey at street level or any storey below this level shall be used for residential purposes except for entrances and passageways to such housekeeping units.
- (r) Accessory buildings, provided they comply with Section 7, Subsection (2), Clause (h)
- (s) Special Uses complying with Section 9, Subsection (10)
  - ( ) Parking Area, Special
  - (ii) Two or more principal buildings grouped together on one site
  - (iii) Radio and television broadcasting, relaying and receiving masts, aerials and towers provided they comply with Section 9, Subsection (3), Clause (c)

### 3. Condition of Use

All uses shall be conducted solely within a completely enclosed building except for a parking, loading or gasoline service station use.

### 4. Front Yard

No front yard shall be required.



5. Front Setback

The portion of any building over 30 feet in height shall be set back from the centre line of the fronting street a distance of not less than 40 percent of the height of that portion of the building over 30 feet.

6. Rear Yard

A rear yard shall be provided of not less than 10 feet in depth except that where a site abuts a lot in an (R) District, such rear yard shall be not less than 20 percent of the depth of the site but need not exceed 25 feet.

7. Rear Setback

The portion of any building over 30 feet in height shall be set back from the rear property line a distance of not less than 40 percent of the height of that portion of the building over 30 feet.

8. Side Yards

No side yard shall be required except that:

- (a) where a site abuts a lot in an (R) District or is separated therefrom by a street or lane, a side yard shall be provided of a width of not less than 40 percent of the height of the building up to a height of 40 feet plus 20 percent of the height of that portion of the building over 40 feet.
- (b) If a side yard be provided where not required by the provisions of this By-law, such side yard shall be not less than 10 feet in width.

9. Side Setbacks

The portion of any building over 30 feet in height shall be set back from the side property line or from the centre line of a street or lane parallel to the side property line a distance of not less than 40 percent of the height of that portion of the building over 30 feet.



10. Floor Space Ratio

The maximum floor space ratio of that portion of any building or buildings used for residential purposes shall not exceed 2.2.

11. Off-Street Parking

Off-street parking for automobiles shall be provided and be maintained as a customary accessory use to every building and use of the site as required by and in accordance with the provision of Section 8B of this By-law.

12. Off-Street Loading

Off-street loading shall be provided and maintained as required by and in accordance with the provisions of Section 8C of this By-law.



## PROPOSED (C-5) DISTRICT SCHEDULE

### SECTION 7F (C-5) CENTRAL BUSINESS DISTRICT (RESTRICTED)

1. The provisions of this section shall apply to lands and premises situated within the (C-5) Central Business District (restricted) as defined, designated, delineated and described in this By-law.

#### 2. Uses

It shall be unlawful to alter, repair, erect, construct, locate, maintain, or reconstruct, or cause to be altered, repaired, erected, constructed, located, maintained, or reconstructed any buildings or to occupy or use any building or land within the boundaries of the district referred to, defined, designated or described in this By-law as a (C-5) Central Business District (restricted) save and except for any of the following uses, namely:

- (a) Office buildings containing business and professional offices
- (b) Hotels and motor hotels
- (c) Public assembly and entertainment uses including auditoriums, dance halls, bowling alleys, gymnasiums, meeting halls, night clubs
- (d) Uses customarily incidental to any of the above uses such as personal service establishments including coffee shops and restaurants where these uses occupy no more than 50 percent of the ground floor.
- (e) "Housekeeping units" used in the same building with and additional to any of the foregoing uses provided that no portion of the first storey at street level or any storey below this level shall be used for residential purposes except for entrances and passageways to such housekeeping units.
- (f) Accessory buildings provided they comply with Section 7, Subsection (2), Clause (h) of the Zoning By-law.



(g) Special Uses complying with Section 9, Subsection (10) of the Zoning By-law

- (i) Parking Area, Special
- (ii) Two or more principal buildings grouped together on one site
- (iii) Radio and television broadcasting, relaying and receiving masts, aerials and towers provided they comply with Section 9, Subsection (3), Clause (c) of the Zoning By-law

3. Condition of Use

All uses shall be conducted solely within a completely enclosed building except for a parking or loading use.

4. Front Yard

No front yard shall be required.

5. Front Setback

The portion of any building over 30 feet in height shall be set back from the centre line of the fronting street a distance of not less than 40 percent of the height of that portion of the building over 30 feet.

6. Rear Yard

No rear yard shall be required.

7. Rear Setback

The portion of any building over 30 feet in height shall be set back from the rear property line a distance of not less than 40 percent of the height of that portion of the building over 30 feet.

8. Side Yards

No side yard shall be required except that:

- (a) for a corner site, a side yard shall be provided of a width of not less than 40 percent of the height of the building up to 40 feet plus 20 percent of



the height of that portion of the building over 40 feet.

- (b) if a side yard be provided where not required by the provisions of this by-law, such side yard shall be not less than 10 feet in width.

9. Side Setback

The portion of any building over 30 feet in height shall be set back from the side property line or centre line of a street or lane parallel to the side property line a distance of not less than 40 percent of the height of that portion of the building over 30 feet.

10. Floor Space Ratio

The maximum floor space ratio of that portion of any building or buildings used for residential purposes shall not exceed 2.2.

11. Off-Street Parking

Off-street parking for automobiles shall be provided and be maintained as a customary accessory use to every building and use of the site as required by and in accordance with the provisions of Section 8B of this By-law.

12. Off-Street Loading

Off-street loading shall be provided and maintained as required by and in accordance with the provisions of Section 8C of this By-law.



## PROPOSED PARKING SCHEDULE AMENDMENTS

It is proposed to amend Section 8B "Off-Street Parking" of the Zoning By-law as follows:

1. Subsection (2), Clause (c) should be amended by prefacing the entire clause with the words:

*Except in the case of buildings or uses in (C-4) and (C-5) Districts.*

This revision would allow Council to require that within a given time limit all properties within the City Centre must meet the parking requirements of the Zoning By-law.

2. Subsection (3), Clause (h) should be amended to read:

*For restaurants and similar uses, except where allowed under special use permit, one parking space shall be provided for each 500 square feet of gross floor area.*

3. Subsection (3), Clause (l) should be amended to read:

*For banks, clinics, business, administrative and professional offices, one parking space shall be provided for each 500 square feet of gross floor area of any building.*

4. Subsection (3), Clause (m) should be deleted.



5. Subsection (3), Clause (n) should be amended to read:

*For retail stores and personal service establishments, except as otherwise specified, one parking space shall be provided for each 500 square feet of gross floor area of any building.*

These revisions will standardize the amount of parking required for most uses in the City Centre at one space for each 500 square feet of gross floor area. Certain special uses such as licensed premises, hotels, and service stations will remain subject to current parking requirements.









